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ABSTRACT

This evaluation of programs conducted in fiscal 1978 under the Youth Employment and Demonstration Projects Act (YEDPA) consists of an overall picture of the 1978 YEDPA program experience and case studies of programs in 12 states. Findings and recommendations are presented concerning the implementation of YEDPA programs by Comprehensive Employment and Training Act (CETA) prime sponsors. Examined in a summary of the YEDPA program experience in fiscal 1978 are the evolving roles of local education agencies in local youth manpower programs, YEDPA clients in 1978, interaction of YEDPA and the Summer Program for Economically Disadvantaged Youth (SPEDY), local accountability, and the difficulties of spending on target in 1978. Planning for 1979 and the dynamics of local change are discussed. Covered next are prime sponsor staff stability and the role of regional offices. The bulk of the report is devoted to case studies of YEDPA programs in the following 12 states: Connecticut, Texas, New Mexico, Michigan, Georgia, Massachusetts, Ohio, Illinois, North Carolina, Oregon, Washington, and California. (Related youth knowledge and development reports are available separately through ERIC--see note.) (MN)

YOUTH KNOWLEDGE DEVELOPMENT REPORT

PROGRAM EVALUATIONS
The Local Focus on Youth

ED206866

CE 029 975

May 1980

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YOUTH KNOWLEDGE DEVELOPMENT REPORT 3.15

THE LOCAL FOCUS ON YOUTH

National Council on Employment Policy

April 1980

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OVERVIEW

The Youth Employment and Demonstration Projects Act introduced four new programs intended to expand and improve the quality of youth employment and training activities. The desired improvements included greater involvement of community based groups, unions and the private sector in delivery of services, more structured and supervised work experience enriched by counseling, occupational information and other support and increased coordination with the education system.

The employment and training system charged with the expansion and improvement of local youth services consists of more than 470 State and local units of government or prime sponsors which are granted funds through ten regional offices of the Department of Labor, within parameters established in regulations and policy guidances issued by the Office of Youth Programs in the Employment and Training Administration. The prime sponsors vary greatly in their economic conditions, capacities, interests and perspectives. The regional offices of the Department also have decisionmaking latitude within the nationally established parameters. This flexibility is intended to permit adaptation to varying local and regional conditions. The performance of the employment and training system in achieving its mandate is thus the aggregation of varying developments in different areas facing different conditions, as well as the cummulative reflection of a number of decisionmakers at all levels.

Implementation in most prime sponsors did not occur until March of 1978, and planning for Fiscal 1979 followed quickly afterward. This analysis concentrates on this tumultuous period. It finds that the programs were put in place achieving most objectives, that they, in fact, had some spillover effects on other programs, but that the different elements took hold at different paces. For instance, prime sponsors sought to achieve greater cooperation with local education agencies and were successful, but the needed information for substantial change on the education side filtered through its decentralized government structure at a slower rate. Several conflicting trends are in evidence. The inertia of standard operating procedures was a constant drag on institutional change. Some elements, on the other hand, took time to work out and could not occur until Fiscal 1979. Stabilization permitted lessons to be learned and new approaches and improvements. On the other hand, once the funds were committed, some of the momentum for change ceased and new vested interest groups were created. Guidance from the Department of Labor on some substantial issues was for limited or delayed, while subsequent interpretations of the regulations increased clarity but also tightened the net of control. These dynamic processes are critically important and occurred with different effects in different areas.

This set of case studies and the accompanying overview seek to capture both the diversity of experience and to generalize about the overall developments at the operating level. The Local Focus on Youth describes and analyses the experiences of 37 prime sponsors in implementing the Youth Employment and Training Programs and Youth Community Conservation and Improvement Projects during fiscal 1978.

The case studies which follow the overview analysis reflect the variability of experience across the Nation. In some localities, YEDPA provided the impetus and resources for major changes, affecting all CETA operations including the Summer Youth Employment Program. In other areas, it was simply business as usual with nominal efforts to meet Federal guidelines. Regulations, directives and designs which had positive impacts in some settings had negative ones in others. The case studies clearly reflect the difficulty of generalization about programs, prime sponsors and appropriate Federal policies.

This volume is one of the products of the "knowledge development" effort implemented under the mandate of the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort consists of hundreds of separate research, evaluation and demonstration activities which will result in literally thousands of written products. The activities have been structured from the outset so that each is self-standing but also interrelated with a host of other activities. The framework is presented in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977, A Knowledge Development Plan for the Youth Initiatives Fiscal 1979, and Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application in Fiscal 1980.

Information is available or will be coming available from the various knowledge development activities to help resolve an almost limitless array of issues, but answers to policy questions will usually require integration and synthesis from a number of separate products, which, in turn, will depend on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activity has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on organization and dissemination

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major research, evaluation and demonstration activities supported directly by or mounted in conjunction with the knowledge development effort. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, validation of measurement instruments, the translation of knowledge into policy, and the strategy for disseminating findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analyses of existing data, presentation of findings from new data sources, special studies on dimensions of youth labor market problems and policy analyses.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth and the impacts of various employment approaches.

8. Implementation Issues: This category includes crosscutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programming, the use of incentives and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower and the like.

12. Institutional Linkages: The products in this category will include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse agencies and handicapped youth serving institutions.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities focused on different policy, program and analytical issues. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstration. Hence, the multiple products under a knowledge development activity are closely interrelated and the activities in each broad cluster have significant interconnections.

This report by the National Council on Employment Policy is the third in a series of four reports which include: Initial Youth Employment and Demonstration Projects Act (YEDPA) Experience at the Local Level, the Unfolding Youth Initiatives, and Youth and the Local Employment Agenda. While the fourth report summarizes much of the information in the first three volumes, the complete set of studies provides a fuller picture of the process of implementation and then stabilization of these new prime sponsor programs. Other reports in the "program evaluations" category provide further perspective on the effectiveness of prime sponsors in implementing these programs. Basic data are provided in the report from the Continuous Longitudinal Manpower Survey, Characteristics of Enrollees Under Age 22 Who Entered CETA Programs During Fiscal Year 1978. Office of Youth Programs assessments of the YETP and YCCIP experience are provided in Youth Initiatives and A Foundation for the 1980's.

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SUMMARY OF FINDINGS AND RECOMMENDATIONS

The YEDPA programs that CETA prime sponsors conducted in fiscal 1978 were abbreviated, not really getting underway until the end of the second quarter. Because of that and other one-time conditions, the first year experience is inconclusive. Planning efforts were pressured by a rushed implementation schedule and confusion over funding levels. Operations frequently lagged because of the challenge of finding new program delivery agents, working out cooperative agreements with local schools, and identifying and developing work experience sites. Because experience in fiscal 1978 was short and probably atypical, it cannot be used reliably as a basis for much change in policy. YEDPA needs more time before national policymakers should attempt to change basic policies. However, some administrative tinkering does seem justified.

(1) CETA-LEA Agreements. One of the central goals of YEDPA is to encourage cooperation between CETA prime sponsors and local education agencies (LEAs). It is hoped that closer prime sponsor-LEA relationships will narrow the gulf between employment and training activities and education activities, enhance the education and employability prospects for school leavers, and enrich the in-school experience for youth who might otherwise drop out.

In the first year, joint agreements between CETA prime sponsors and schools were negotiated. Most programs under the agreements were implemented, but because of late starts, ran only briefly. The prevailing pattern is to continue the programs through a full academic year before making major changes.

The Department of Labor ought to resist the temptation to push CETA-LEA cooperation any faster and continue to refrain from putting pressure on prime sponsors. A full academic year of experience seems reasonable and necessary before LEAs will willingly accept much change.

Procedural incompatibilities between prime sponsors and local schools, such as different planning and budget cycles, and CETA funding uncertainty appear only to hinder CETA-LEA cooperation; they do not prohibit it. The serious conflicts arise because of LEA resistance to awarding academic credit for YEDPA activities and targeting YEDPA services within schools.

YEDPA programs have succeeded in putting on the local school agenda the question of awarding academic credit for work experience and career exploration activities. But the task of determining what experience should be awarded academic credit falls primarily on the schools. It is not realistic to expect local sponsors to be much more than catalysts in coaxing schools in the appropriate direction. The Department of Labor should take steps to assure that encouragement, technical assistance and program models for awarding academic credit are filtered down to local schools from the education side of the federal establishment.

While the current regulations governing activities under LEA agreements do not prohibit schools from enrolling "non-eligible" youth in activities other than work experience, the Department of Labor discourages it. But, targeting by income, a central element in the youth programs, is not widely accepted by school administrators. They object to it on political grounds, because keeping students out of activities merely on the basis of family income is not popular among the students who were kept out and may stigmatize the youth who participate. Administrators object on substantive grounds because they do not see family income as a valid indicator of need for employability development services.

The CETA reulations going into effect April 1, 1979, of course, prohibit youths not meeting the income eligibility criteria from participating in work experience and some related employability development activities. But they explicitly permit those youths to receive counseling, occupational information, and placement services. Since targeting provisions generally present one more source of tension in prime sponsor-LEA relations, the Department of Labor should encourage prime sponsors to permit LEAs to take advantage of the relaxed guidelines where such a strategy will facilitate prime sponsor-LEA cooperation.

(2) YEDPA Clients. In order to get the biggest bang for the buck, YEDPA services should be going to those most in need. Overall enrollment data indicates that is indeed the case. But, there is not much evidence that sponsors are establishing special out-reach procedures to enroll certain target groups they select, such as handicapped or juvenile offenders. There is also not much evidence that, having established target groups for special attention, sponsors adapt services to meet the special needs of those groups. The Department of Labor should go further in asking sponsors to (1) explain the steps they will take to assure that persons within target groups are enrolled, and (2) explain the procedural or programmatic adaptations made to assure that clients in the target groups receive the services they need.

As intended, YETP enrollments are predominantly in-school youth, while YCCIP enrollments are predominantly out-of-school youth. However, due to the heavy emphasis in YCCIP projects on activities producing tangible outputs, they are dominated by traditionally-male occupations -- construction, maintenance, and landscaping. This pattern has resulted in under-enrollment of females, even despite the extra efforts of a few sponsors to place young women in the traditionally-male occupations. Short of changing legislation to de-emphasize the production of tangible outputs in YCCIP, the Department of Labor should identify and support local outreach/intake models that have been successful in increasing female enrollments in non-traditional occupations, and urge other sponsors to adopt similar procedures.

(3) YEDPA and the Summer Youth Programs. In order to improve the traditional summer youth program, the Department of Labor encouraged prime sponsors to link it with YCCIP and YETP activities. With few exceptions, local sponsors did just that. The result was that the summer program, which previously had been almost exclusively work experience of uncertain value, included career exploration and other labor market services. There are signs, however, that except for the jobs held by youths employed year-round,

the 1978 summer jobs themselves were similar in quality to those in previous years. It also appears that the enriched programs are not as appealing as straight work experience to youths who just want a summer job. Since it appears that work experience is an essential ingredient for the summer youth program, but enriched services are not, the Department of Labor should put an emphasis first on assuring the quality of summer jobs, and then on developing auxillary services. But if SPEDY continues to serve a predominately in-school population, the Department of Labor should encourage sponsors to provide auxillary services as much as possible during the school year.

(4) Accountability. Prime sponsors are held accountable to both federal and local officials on matters of compliance to regulations and the law. But there is little accountability for the effects of programs on the employability of clients. Because such effects are difficult to assess, because there are few rewards for evaluating them, and because such evaluation costs in time and resources, there is little incentive for sponsors to shoulder the burden for that kind of accountability. Despite this atmosphere which, it might be expected, would discourage prime sponsor innovation and experimentation, many are attempting new strategies and documenting the results. But the increasing public attention on fraud and abuse in CETA may squeeze out those attempts.

If the Department of Labor wants to encourage more innovation and experimentation and a willingness on the part of sponsors to assure responsibility for program results, it should consider a system of incentives for such activities, to make them worthwhile.

(5) Spending in 1978. During fiscal 1978 prime sponsors struggled to get YEDPA off to a (late) start, and during the summer tried to pace the spending so that they could carry 27 percent of their 1978 allocations into 1979. They succeeded with only minor disruptions. There was little that the Department of Labor could do to either foresee or control the events that dictated a sizeable carry-in. However, the spending messages were not transmitted uniformly nor clearly to the local sponsor. This caused unnecessary confusion. The Department of Labor ought to review the procedures for transmitting information to local sponsors and make the necessary changes so that sponsors can be assured of receiving timely and accurate notice of policy changes.

(6) Planned and Actual Performance. Although the available data do not permit precise analysis of planned and actual performance, some overall patterns can be inferred from them, Per-enrollee costs for YCCIP work experience ran below expected levels because turnover was higher than anticipated. Many of the YCCIP "terminees," in fact, went into Title I or SPEDY, but a large proportion left YCCIP because supportive services were lacking, or to take higher paying jobs elsewhere. Discrepancies between planned and actual per-enrollee costs for YETP usually reflect little more than mis-estimation in the planning stages. Faulty cost estimates were a more frequent source of error than faulty enrollment estimates. This was presumably due to the number of unknown cost variables involved in establishing the new program.

(7) Planning for 1979. The planning phase, so important to the development of new programs, was less rushed during the 1979 cycle than in the previous year, but was still unsettled by uncertainty over CETA reauthorization and funding levels. Some sponsors made changes in procedures, institutional relationships, and basic policies, but many have taken a wait-and-see attitude, wanting more experience before striking off in new directions. It seems that sponsors are quite willing to make further changes in their youth policies and programming. What is not so clear is whether most of the local change induced by YEDPA has already occurred.

(8) The Local Agenda. Local administrators share many of the concerns of YEDPA administrators in Washington. But they have other problems that YEDPA has aggravated to some degree, but which are intrinsic to the entire CETA system of decentralized-decategorized manpower program delivery. Two of them are staff turnover and prime sponsor relations with the regional offices of the Department of Labor. This evaluation -- like others -- has found some CETA staffs to be plagued by low morale and high turnover, apparently caused by political vulnerability, having to serve two masters -- one local and the other federal -- and having inadequate time for program planning and development.

Sponsors are also experiencing frustration with regional offices. Some of it springs from the natural tension between federal and local authority in a decentralized-decategorized approach to CETA. But more can be traced to a lack of role definition for the regional network and an inability of it to execute in concert with the national office program offices.

The case studies provide insufficient basis for definitive recommendations; they merely identify some of the sponsor problems that are not so evident (nor important) from the federal perspective. The Department of Labor, however, should examine these problem areas in some detail to determine what their effects are and what measures can be taken to get around the problems.

YEDPA PROGRAM EXPERIENCE IN FISCAL YEAR 1978

Six areas in the record of accomplishment for fiscal 1978 stand out for special attention: linkages between prime sponsors and local schools, the client population, interaction between the summer job program and YEDPA, local accountability, spending patterns, and discrepancies between planned and actual performance.

The Evolving Roles of Local Education Agencies in Local Manpower Programs for Youth

One of the more ambitious aspects of YEDPA is the heavy emphasis on bringing together prime sponsor youth programs and local school systems. There is an assumed complementarity between the CETA and education systems with respect to the populations they serve and the services they provide. The hope is that mechanisms, such as the provision setting aside 22 percent of each sponsor's YETP allocation to be administered under the terms of a joint CETA-LEA agreement, will force the two establishments to act more in concert to leverage local resources into a comprehensive base of employment and training services for youth.

The Council's first report on YEDPA implementation told a story about optimistic prime sponsor plans for CETA-LEA agreements. They reflected more aspirations of the sponsors than of local education authorities, and certainly more than was realistic. The second report documented problems encountered implementing the first hasty plans: a breakneck implementation pace that left little time for considerations about quality; incompatibility between prime sponsor and LEA calendar years; disagreements over whether academic credit was appropriate for employment services or work experience. There were positive results to report, but expectations in the first LEA cycle ending in June outran what was feasible.

Expectations for the start of the second academic year may have been lowered, but, at the margin, sponsors and LEAs seem to be moving in the direction of more progress. More significantly, much of the dust has cleared and it is easier to make some judgments about the relative importance of factors influencing joint CETA-LEA undertakings.

Except for attempts to fine-tune first year efforts, few substantive changes were made in LEA programming for the 1978-79 school year. But, the steady state does not necessarily indicate apathy or an inability to change; rather, the prevailing opinion for LEAs and sponsors alike, is that the first year provided an inadequate test and the first year's experiences were not representative of what could happen. In most sponsorships, the LEA share of YETP funds, which frequently exceeds the 22 percent minimum by a large margin, remains the same.

There are, however, some isolated cases in which changes have been made and can be attributed to sponsors and LEAs rethinking the premises on which the agreements are based. In Sonoma, where the LEA agreement for the 1978-79 school year was made much more specific than for the previous year, LEA staff resent CETA "non-professionals" telling them what services to provide to whom. The schools there also see the LEA agreements and CETA "... as a channel through which county and city governments can exert influence on 'independent' school districts." (John Walsh, Page J-27). The Oregon Balance of State prime sponsor will be increasing the proportion of YETP funds going to the schools. But prospects for dramatic change there are not promising because of uncertainty over school budgets.

Award of Academic Credit

The award of academic credit for career development classes and job competencies is the most visible and controversial product of CETA-LEA cooperation. It is a device that requires a high degree of cooperation between sponsors and LEAs, and it is seen as being important as an extra incentive to keep youth in an education setting or to at least keep them in contact with the education establishment through alternative approaches. It is also a mechanism encouraging more active participation by schools in helping youths think about the world of work and draw some kind of connection between their early work experiences and later careers.

Though this topic will be treated in more detail in the final report of this evaluation, it merits attention here because it is still the most debated issue among sponsors and LEAs and the issues surrounding the award of academic credit for CETA activities are far from settled.

In some cases, sponsors had ambitious first year plans for awarding academic credit to YEDPA participants, but were stymied by LEAs citing the need to go through clearance procedures. States set the basic rules on the award of academic credit, but usually leave most of the discretion with local authorities. Delays in the first year were encountered when LEAs were slow to award credit because they were uncertain about their authority or because they were biased against awarding academic credit and preferred not to without a specific state mandate. The state department of education in Ohio is a case where precise guidelines on academic credit are lacking and local authority is uncertain. In Clark County, the LEA involved in YETP chose to tread cautiously. When it became clear that the state would not provide explicit guidance, LEA personnel -- who had been in favor of awarding credit -- started the approval process in time for the second year. In Greene County, however, where LEA officials were reluctant from the beginning to award academic credit, the schools persisted in their decisions for the second year.

In contrast, North Carolina provided early encouragement from the state level with even the governor getting involved in a campaign to support the the award of academic credit. In Charlotte, local CETA and LEA administrators have developed a good working relationship and made arrangements for awarding academic credit. But in Durham-Orange, local feelings among LEA staff run strongly against the award of academic credit as well as most of the ideas behind CETA-LEA agreements. On the sponsor side, staff think the school principals and guidance counselors "... resent what they perceive as an overload on their staff caused by CETA people 'coming for help!'" (R. C. Smith, Page H-13). But the resentment that sponsor staff perceived may have sprung from some of the CETA-LEA "joint" activities which were established with little regard for school policies. For example, as part of the summer program, the sponsor paid 25 high school seniors while they were making up for school work they missed during the previous year. School officials saw the program as providing an unfair subsidy for students to do work that others had to do as part of their normal school requirements. But there are more basic prejudices among schools in North Carolina that even more tactful sponsors are having difficulty with, state level encouragement notwithstanding. There is fierce resistance to any measures such as academic credit that would establish alternative modes of education for drop-outs. School administrators resent CETA for "rescuing" drop-outs and the objective of getting them back into school is abhorent. One principal complained that "... the very ones that had been kicked out used CETA as a way to get back in the system." (R. C. Smith, Page H-14). As a consequence of the ill-feeling that some LEAs in North Carolina have towards CETA and their basic disagreement with YEDPA objectives, they are making no attempts to award credit, state leadership notwithstanding.

The introduction of competency examinations in North Carolina and California has been cited as another point of resistance to the award of academic credit. With seniors having to demonstrate competency in verbal and math skills, educators are becoming more reluctant to award academic credit for activities not aimed to improve those skills. Some Lansing area schools use a similar line of argument and do not award academic credit because administrators feel that awarding academic credit for work experience or career exploration services would be at the expense of academic requirements.

Perhaps the most fundamental objection by LEAs to academic credit provisions revolves around a turf issue: who certifies classroom or work experience for academic credit? Local educators resent prime sponsor personnel having any authority in this area; but prime sponsor administrators see local schools frequently as being reluctant to incorporate employment and training activities into curriculum without outside (CETA) pressure. The tension has been resolved where LEAs have worked out with prime sponsors a division of labor in which LEAs certify training and work experience and share with prime sponsor personnel, monitoring responsibility.

Other Issues Affecting CETA-LEA Relations

The academic credit issue is important but not decisive in determining how sponsors and LEAs fare in their joint ventures. Some other factors are influential. Outside the area of academic credit, the targeting provisions of YEDPA raise the most red flags. It is an area, not cited very much in earlier reports, that poses real threats to CETA-LEA cooperation. The emphasis on serving drop-outs is not always popular with LEAs, but targeting by income is resented even more. A report on a LEA program in the Connecticut Balance of State sponsor was emphatic on this point: "... eligibility requirements based on family income should be eliminated or raised substantially in order that all youth who could benefit from the program be served." (Peter Barth, Page A-23). The reasons for the unpopularity of the income cut-off are predictable. Economic need is not seen as a valid or reliable indicator of employability development need. The schools, rarely having to take income income criteria into account for other activities (and resenting it when they do), are unhappy with the YETP provisions. For the LEAs responsible for certifying eligibility in their programs, the task of securing the appropriate evidence is an onerous one.

The CETA-LEA conflict caused by targeting provisions is more stubborn and irreconcilable than the academic credit conflict. It is symptomatic of the divergent goals that local sponsors and local schools serve. Aside from the fundamental goal conflicts which make basic institutional change difficult, neither LEAs nor prime sponsors have much maneuvering room for working out an accomodation. LEAs are not in politically defensible positions if they shift large amounts of resources to serving only economically disadvantaged youth. Likewise, prime sponsors are not in a legally (nor in many cases, politically) defensible position to serve non-economically disadvantaged youth.

Previous reports documented the difficulties in the first year that were encountered because of late starts and the incompatibility of the CETA funding year and the school year. Although many of them were one-time start-up problems, and the incompatibilities can be overcome even if they cannot be eliminated, they are a source of tension. In DeKalb County, an LEA administrator was very irate over uncertainties about the amount of money and when it would be available. In Lane County, though the LEAs are receptive to the goals of YEDPA and working with the prime sponsor, they had only three weeks to develop their 1979 plan and so could not make major changes.

YEDPA guidelines, appropriately, do not go very far in specifying how sponsors should develop LEA agreements or who in the schools they should work with. But in a hierarchy as stratified as the public school system, the matter of who in the schools works with sponsor staff, and how they feel about YEDPA may also be determinants of program success.

Returning to North Carolina once again as an example, state level leadership has had little effect on how popular local programs have been or on whether academic credit was awarded. But in earlier reports, it was found that despite the low opinion that one principal had of YETP, a vocational educator with direct responsibility for the program in that principal's school was very enthusiastic and supportive. There are other instances of divergencies among the state, county/district, and school levels that support an image of poor communication and interrupted authority and guidance with respect to school policies on CETA-LEA ventures.

Within individual schools, activities under LEA agreements are usually located in the vocational education area. The programs based on vocational education are important for shifting enrollments more towards underachievers who, in the past, have not been served well in that area. But to the extent that schools have had prior experience with CETA prime sponsors, much of it has been through secondary vocational education and post-secondary vocational/technical schools.

The activities that offer the potential for the greatest departure from past joint CETA-LEA activities, are those run through the non-vocational education components of LEAs. They are bringing a different group of LEA staff into contact with CETA. In some LEAs, like one in Westport, Connecticut, which works with the Balance of State sponsorship, the school work study counselor and headmaster provide access to the schools. But usually counseling staff is avoided because they are considered to be already overworked. Instead, the emphasis has been on the career education area, where there is popular interest in linking education and employability development. Some of the activities developed under the LEA agreements are adapted to career education material and vice versa. The danger here is that the career education-YEDPA activities will coopt the energies that might better be used to channel underachievers or potential drop-outs who are YEDPA clients into more appropriate educational activities such as remedial education. It is not at all clear that YEDPA is having an effect on changing the way schools do part of their traditional work in contrast to adding on some new roles.

YEDPA Clients in 1978

YEDPA is most important for its focus on youth. But local sponsors have a large degree of discretion in choosing which youth to serve: economically disadvantaged or non-disadvantaged; in-school or out-of-school; handicapped or non-handicapped, and so forth. Because of the range of options, the Department of Labor stressed certain priorities in the hope that sponsors would divert YEDPA resources to those most in need: economically disadvantaged youth and drop-outs for YCCIP and in-school for YETP. Prime sponsors adopted the national priorities for their own rhetoric and developed targeting strategies. The results, however, were not the same for all sponsors.

Comparing Enrollments in YCCIP and YETP

As YEDPA was being implemented, there was concern among national policymakers for whether all the efforts of present YCCIP and YETP as discrete approaches would actually result in programs that could be differentiated at the local level. One way of determining whether the programs are perceived as serving different purposes is to see whether they served different clienteles. In fact, a breakdown of client characteristics for YCCIP and YETP enrollments shows significant and systematic differences between the two program populations. In YCCIP nearly three out of every four enrollees were male, compared to roughly one out of two for YETP. Sponsors enrolled a slightly larger proportion of non-white youth in YCCIP. Four-fifths of the YCCIP enrollees were out of school compared to two-fifths of the YETP enrollees.

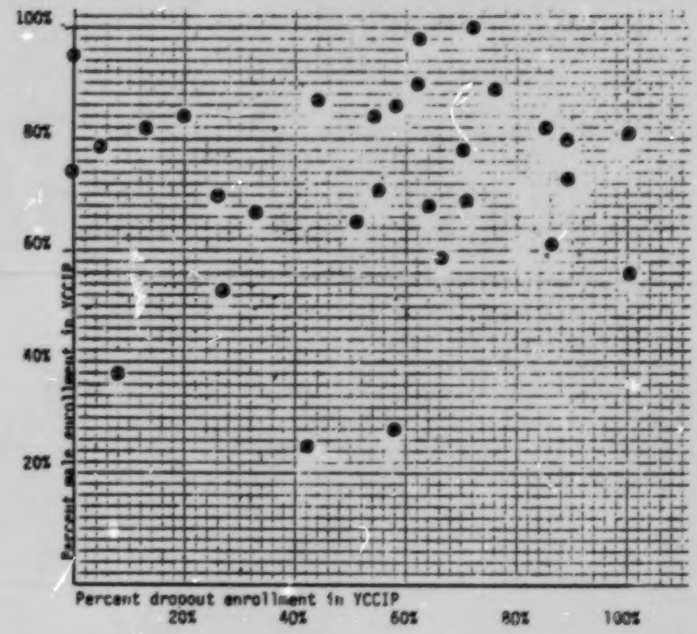
The disaggregated figures tell a more complete story, however, about the specific program characteristics that differentiate YCCIP and YETP. They also offer insights into prime sponsor targeting policy and the interaction of targeting choices and program activity choices.

YCCIP was intended by national policymakers to be a work experience program, short on frills, but long on well-supervised jobs with tangible outputs. Nominally targeted for 16-19 year old jobless youth, it was envisioned that YCCIP would serve mostly out-of-school youth -- drop-outs and graduates. In fact, while the aggregate enrollment data bear out the emphasis on out-of-school youth, in-schoolers outnumbered out-of-schoolers in nearly a quarter of the sponsors studied, and students comprise at least a third of the YCCIP enrollments for most prime sponsors. Many of the sponsors' programs with high in-school enrollments in YCCIP are run by local schools. The patterns there reflect a mixture of deliberate policy to serve an in-school population, and to a lesser extent, an incidental fact that schools are serving those clients they know best and are able to recruit best. El Paso and Clark County both decided to focus YCCIP on in-school youth and involved LEAs as program agents for YCCIP. Detroit and Kalamazoo also relied on LEAs as YCCIP agents and enrolled predominantly in-school youth. But, not all the sponsors with predominantly student enrollment in YCCIP had schools conduct YCCIP activities. Albuquerque, Coastal Bend, Sonoma, Oakland, Marin and Lane all relied on CBOs or public park/land management agencies. However, nearly all of these, as well as the school-run YCCIP projects, augmented the work components with training, extended orientation, or career exploration components.

Services beyond straight work experience were not confined to programs serving students. Sponsors enriched YCCIP even in areas where out-of-school youth was the predominant target. There, however, junior colleges and community colleges were frequently involved, especially where academic credit was awarded.

Unfortunately, because of certain design characteristics of YCCIP, prime sponsor enrollments are heavily male. The concentration on drop-outs is identified popularly as one contributing factor. It is asserted that because a lower proportion of young females than males drop out of high school for the purpose of going to work, the population of 16-19 year old drop-outs interested in work is mostly male. In fact, there appears to be very little relationship between the proportion of drop-outs and proportion of females in YCCIP enrollments. What appears to be more important is the emphasis on devoting YCCIP jobs to producing tangible outputs. This policy skews the job distribution in favor of construction, maintenance, and other traditionally male occupations (See Figure A). Despite the efforts of prime sponsors to

Figure A



place females in those occupations, only 29 percent of the YCCIP enrollments of sponsors in this evaluation (25 percent nationally) were females. The exceptions, areas where YCCIP had a large proportion of females, help prove the point.

To the extent that YCCIP activities were not in areas that involved male-dominated occupations, they enrolled more females. Marin, Kalamazoo, and Northeast Georgia, the only prime sponsors whose YCCIP enrollments were predominantly female, all had YCCIP activities that did not entail much building rehabilitation, winterization, or construction/maintenance. Instead, they were more service oriented. The two largest projects in Marin were pregnancy prevention and service outreach. Northeast Georgia's YCCIP project had a carpentry component and a larger day care component. There were no females in the carpentry project, and only one male in the day care project. Kalamazoo's YCCIP never got up to full strength because the main project there was cancelled. But the balance of the program, which was more than three-quarters female, was concentrated in the social service area.

Even the male/female distributions for sponsors with high proportions of males overstate the success that sponsors had enrolling females in non-traditional jobs. This is because many of the sponsors that enrolled at least a few females, sponsored YCCIP projects that included service activity featuring work assignments that were not male dominated occupations. Eastern Middlesex, for example, supported an Alcohol Awareness YCCIP project. Boston sponsored one in which youth were assisting elderly persons in their homes. Other sponsors, sponsoring a multitude of small projects with their YCCIP funds, had similar social service components.

It does not appear that sponsors were following a policy of keeping females out of traditionally male occupations. Some of them went to great lengths attempting to enroll females, counseling, persuading, and stretching eligibility requirements to the limit. But the efforts were not particularly successful because the YCCIP model does not adequately recognize the needs of all segments of its target population. As one evaluator said: "Prime sponsors were unable to gear YCCIP projects to the needs of specific youth ... /they/ ... were designed and funded first; the search for youth to fill the resulting slots occurred second." (John Walsh, Page J-28).

Income characteristics is another point of comparison between YCCIP and YETP enrollments. They are noteworthy because the eligibility criteria for the two programs varied. YETP enrollees must be from families whose incomes are 85 percent of the BLS lower living standard or less, but YCCIP was more relaxed. While sponsors are encouraged to target it for economically disadvantaged youth (from families with income 70 percent of the BLS lower living standard or less), they are in fact free to enroll clients without regard to family income.

Despite the relaxed standards for YCCIP, sponsors tended to enroll economically disadvantaged in both. Eighty-three percent of the enrollments in YCCIP in the sponsor areas studied were economically disadvantaged compared to 89 percent for YETP. Nationally, 84 percent of the YCCIP enrollees were economically disadvantaged; ironically, this was 2 points higher than for YETP.

In the first two reports of this evaluation (February 1978 and August 1978), assessments investigating prime sponsor plans and early operations found that local administrators were indeed targeting YCCIP for economically disadvantaged youth. They were enrolling relatively few non-disadvantaged youth because there was a local policy of serving those most in need and because to do otherwise would have been politically dangerous. It is not surprising, therefore, to see sponsors enrolling approximately equal proportions of economically disadvantaged youths in both YCCIP and YETP. In only one case did a sponsor enroll appreciably more in YCCIP, and that was Albuquerque. The presence of an entitlement program there contributed to the relative over-enrollment since the entitlement activities enrolled a large portion of likely YETP candidates who were economically disadvantaged. The only other real aberration was DeKalb which reported enrolling no economically disadvantaged youth in YCCIP and 67 percent in YETP. But the YCCIP program there was small (It enrolled seven youth and cost $4,400) and a low priority for the LEA running it.

On the whole, there were relatively few prime sponsor operations where fewer than 80 percent of the YETP or YCCIP enrollments were economically disadvantaged.

Table 1

Sponsors with programs in which less than 80 percent of the clients were from economically disadvantaged families

Prime Sponsor	YETP	YCCIP
Albuquerque	59%	
Atlanta		71%
Coastal Bend		59%
Connecticut BOS		55%
Cook County		56%
DeKalb County	67%*	
Kalamazoo County		50%
Marin County	79%	66%
Rockford	74%	78%

*Corrected February 26, 1979

Some of the explanations for the "low" enrollments of economically disadvantaged youth parallel those explaining large differences between YCCIP and YETP enrollments of economically disadvantaged youth, but some other factors seem important, as well. Albuquerque, Marin, and Connecticut Balance of State all encountered difficulty in finding economically disadvantaged youth. In Albuquerque the entitlement project was conducted in an area containing a large proportion of the minority population in the prime sponsorship. Marin County is a wealthy bedroom community with one of the highest per family incomes in the country; economically disadvantaged youth are few and far between. The Connecticut BOS YCCIP activities were conducted in rural areas of the state which do not contain the pockets of extreme poverty found in center cities. In Cook County, municipalities sponsoring YCCIP work experience positions were concentrated in relatively well-off areas, because poorer municipalities were less able to sponsor YCCIP activities. This reduced participation of economically disadvantaged youth because some of the municipalities with YCCIP slots had residency requirements, and transporation to the ones without residency requirements frequently was problemmatical. Rockford draws from an area which is not as economically hard-pressed as some other sponsorships and does not have the concentration of economically disadvantaged youth that others have. Although both DeKalb and Atlanta could have served more economically disadvantaged youth, they chose not to, setting low targets that they actually met or exceeded.

The relative proportion of non-white enrollments in YCCIP and YETP is another point for comparing the two programs. The data reported in the case studies are not sufficiently complete to support definite conclusions, but the aggregate data indicate fewer non-whites in YCCIP.* Disaggregating the numbers, however, explains much of the differential. In the cases of extreme differences -- more than 15 percentage points -- there are usually some obvious explanations (Ironically, in four of seven extreme cases, the proportion of non-white youth is greater in YCCIP than in YETP).

Clark County's YETP activities were run in the city of Springfield where the low income population is predominantly black; the YCCIP project was handled by the LEA in the rural area of the county surrounding Springfield where the population is virtually all white (a CBO in the city of Springfield was selected to run the YCCIP project for 1979). DeKalb's figures ought not be taken seriously since YCCIP was so small. There is some distortion in the Oakland figures because youth counted as white include Hispanic youth. But there, as in Waterbury, the presence of the schools in YETP, and their absence in YCCIP, may be having efforts (although opposite for the two) on enrollment differentials. Portland's YCCIP enrollment is concentrated in a largely minority center city area, and 77 percent of the enrollment consists of school leavers. Minority enrollment is 16 points higher there than in YETP where the activities are aimed more for in-school youth and cover a much wider geographical area. Rockford's YCCIP simiarly concentrates on drop-outs in an area that is disproportionately nonwhite.

The differences in enrollment patterns for the other sponsors do not appear to follow any systematic pattern. Local administrators, however, have cited two pressures that could influence minority enrollments for YETP and YCCIP where the programs are targeted for different areas or provide different services.

One pressure is to keep YEDPA from being seen as an extension of public assistance and social service programs. This was a concern cited among sponsors in North Carolina and Georgia, two areas where poverty is most acute among blacks and where the welfare system is seen as serving a predominantly black population. Northeast Georgia planners have hoped to appeal to white economically disadvantaged youth as well as black youth. In Charlotte, vendors who had been accustomed to serving black youth in other CETA programs were instructed on how to recruit white youth as well. In both these areas, non-white enrollments have been in excess of 75 percent (and their proportion in the eligible population), so the emphasis on getting a better racial mix makes sense. Sponsors in Oregon and Washington expressed a different kind of concern as CETA -- through YCCIP and YETP -- expands its institutional base and provides for more than work experience and income. It is related to the concern of LEA officials who are reluctant to target by income. They believe that as youth services emphasize much more than income transfer (an implicit objective of SPEDY), income criteria do not capture all the elements of need. They think that as services expand to drop-out prevention and career development, eligibility should hinge on other criteria in order to permit enrollment of non-economically disadvantaged youth who also lack alternatives. Officials in Connecticut expressed similar concerns.

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*Because the prime sponsors in the study include areas with heavy representations of minority youth, the minority enrollments are not representative of enrollments for all sponsors nationally. Furthermore, national enrollment data do not indicate different proportions of non-white enrollment for YETP and YCCIP.

Matching Services to Client Need

Presumably, one of the reasons for identifying target groups is to compensate for the fact that particular would-be clients would otherwise not receive services they need. But, aside from enrollments of groups such as women, drop-outs, economically disadvantaged and minority youth, the performance of prime sponsors in targeting services to those with special needs and adapting services to meet special needs was lackluster. It does not appear that targeting provisions provided any more assurance that target group clients would be enrolled than in the absence of such provisions. Most prime sponsors identified target groups that would in all likelihood be enrolled in YEDPA, and they specified enrollment goals that they would very likely have reached in the absence of special provisions, given the distribution of such groups in the eligible population. Many, for example, identified as a significant segment youth from families receiving public assistance. Given the close ties that many sponsors have with local social service agencies, they had no trouble enrolling these youth. Greene targeted services for "poverty youth," in-school youth, ex-offenders, in-school special education clients, and drop-outs. But because the LEA was given a large role in client recruitment, the sponsor fell short on drop-out and ex-offender enrollments. Clark County added Spanish speaking and native Americans as target groups after the fact by virtue of serving them. Similarly, in Atlanta, a city in which 15,000 youth were arrested in 1976, planners hoped to enroll 26 young offenders in YCCIP. However, no special steps were taken to reach this population, so only five were actually enrolled.

There were some exceptions in which "targeting" goals were more than wishes or guesses about likely enrollment distributions, in which deliberate steps were taken to reach specific groups, and in which services were adapted to special needs of target segments. Atlanta, with a 1 percent Hispanic population, identified Spanish speaking youth as a target group after a Hispanic CBO was chosen as a YCCIP agent. Spanish speaking youth comprise about 3 percent of the YCCIP enrollment there. In Lansing, 21 percent of its YCCIP enrollees were ex-offenders. Lane County undertook a special effort to serve ex-offenders and capitalized on its established linkages with the juvenile correction agency there; they comprise 28 percent of its YETP enrollments. Lane County also designated mentally retarded youth as a significant segment and designed a program matching retarded individuals with other YETP clients for training and work experience. As an outgrowth of a local goal to make YEDPA "... become more influential in shifting the priority from work to school," Rockford has designated a new target: those with less than a high school education. The group includes "drop-outs" but is identified in such a way as to be matched with local programming that depends heavily on directing the youth back into school.

Except in a minority of cases such as these, sponsors did not carefully consider their choice of target groups and establish specific outreach strategies adapted to penetrating the target groups. And again, with few exceptions, sponsors did not go much beyond what the Department of Labor required in adapting program services to the needs of particular target groups.

Interaction of YEDPA and SPEDY

In every year since 1965, the federal government, first through the Office of Economic Opportunity and later the Department of Labor, has supported a summer employment program for economically disadvantaged youth. Before the Comprehensive Employment and Training Act, the summer programs were conducted as an extension of the Neighborhood Youth Corps In-School programs. Since the summer of 1974, (the Summer Program for Economically Disadvantaged Youth (SPEDY)) has been funded as a special purpose national program until Title III of CETA (Title IV of CETA as amended in 1978).

After thirteen seasons, SPEDY and its predecessors have been marked by a number of patterns. Although the programs have been virtually assured every year, details on allocations, eligibility, and other regulations rarely have been promulgated earlier than mid-Spring. This has made it difficult for local administrators to incorporate certain important information into their strategic planning. Once allocations and regulations have been announced, local planning has been a rushed process of preparing grant applications and bringing program details into compliance with regulations.

The summer programs have been hastily implemented, marked by the sudden enrollments of large numbers of youths to work in short duration (8-10 weeks) jobs. The challenge of the logistics of starting up a short-term program that increases local youth manpower program enrollments by an order of magnitude of up to ten, and seeing that enrollees get worksite assignments and at least minimal supervision and paychecks has been formidable, complicating the task of providing high quality work experience and matching job assignments with enrollee interests. Where there has been recognized need for mid-program changes, they have been hard to implement in time to take effect.

Because of the size, the emphasis on work experience, and the logistical problems that characterize the summer programs, they have taken on a character of their own and have not been coordinated with other programs to any great extent. Furthermore, before 1978, there were no year-round programs (except for the Neighborhood In-School Program) aimed at the same population the summer programs have served. Youths have been the biggest participant group in CETA title training programs, but they have been older than the typical summer program youth, have had different kinds of needs than the summer youths and are subject to different eligibility tests. Funding and operational uncertainties have also made it more expedient for local sponsors to keep the summer program isolated from other manpower efforts, thereby minimizing opportunities for discontinuities in services and other disruptions caused by problems in the summer programs.

Yet despite the uncertainties in federal plans for the summer youth programs, the hectic pace of implementation, the crash style of administration, and the isolation from other manpower programming, the summer youth program has achieved, over the years, some degree of success. It has evolved into a stable, well-oiled component of local programming. Before the advent of YEDPA, it had reached the point where it provided in a reliable way some work experience (of uncertain value) and earned income for program enrollees. In 1978 SPEDY provided part of the basis for expanded, year-round programming for youth that was encouraged by YEDPA. There is some evidence that as a result of the presence of YCCIP and YETP, the 1978 summer youth program was different from and improved over earlier programs.

SPEDY Planning and Implementation

Planning and implementation of the 1978 SPEDY program demonstrated the benefits of some consistency in basic program parameters. Although the summer grant application package and regulations were not available to prime sponsors until mid-May, the delays had no apparent effect on program designs, because planning took place largely independent of the grant application process. In Portland, the former SPEDY manager noted that local administrators "... started getting ready early this year and had more planning time than ever before." (Bonnie Snedeker, Page I-19). A planner in Chicago said that if planning had waited for the grant application package, it would have been too late to get the program off the ground. To the extent planning problems were evident, they seemed to have been a function of substantive difficulties. Because Rockford, for example, "used SPEDY to introduce a new focus on education" (Myron Roomkin, Page G-25), the process was not as straightforward as usual.

Not only does the process of SPEDY planning appear to be "institutionalized," but it appears that local planners are learning from experience. In Atlanta, SPEDY planning was folded into overall youth planning to save duplication and to bring some cohesion to local youth policies. Nearly everywhere, overall enrollment plans were much closer to actual enrollments than under YETP or YCCIP. Even in Columbus, where YETP and YCCIP start-up activities were beset by delays and problems, all aspects of the local summer plan were implemented.

Program Design

It is difficult to draw conclusions from available evidence about the effect of YCCIP and YETP on planning and implementation of SPEDY. It might be inferred, however, that the presence of YEDPA programs helped provide a context, not present before, in which SPEDY could be viewed as one piece of a larger local policy. The basis for that judgment is the way in which SPEDY was connected with other youth programs. SPEDY has been conducted in the past as an independent program, isolated from other CETA activities.

This year it appears that local planners capitalized on some of the complementarities between SPEDY and YEDPA programs as the basis for linkages and as a basis for adaptations in SPEDY program designs.

In the past SPEDY has been characterized almost exclusively as a work experience program. It enrolled large numbers of youth, pushed them through a 25-hour per week, 8-week work experience and terminated them. The popular wisdom was that time did not permit quality jobs and that the overall experience was most useful for its income transfer results. Although there were no miraculous breakthroughs on job quality this year, two adaptations were found. One was the model in which YETP clients participating in enriched work experience programs stayed on the same job site, but were paid from SPEDY funds. The other was the model in which summer-only enrollees received the usual work experience assignment, but also took part in career exploration programs.

The YEDPA enrollees who transferred into SPEDY for the summer, in fact, stayed on their "year-round" worksites, but were paid with SPEDY funds. In most cases, youths had their work schedules expanded from 10-15 hours per week to 25-30 hours per week. Hourly wages usually remained the same. Of the YEDPA enrollees who transferred to SPEDY, most were from YETP activities, because YETP serves a predominantly in-school population. YETP-SPEDY-YETP transfers were adopted by some local sponsors as a matter of policy and occasionally as a matter of necessity when sponsors were forced to carry 1978 funds into 1979. A staffer in Kitsap County said that "... being able to transfer YETP and YCCIP participants to SPEDY saved our necks ...." (Bonnie Snedeker, Page I-20). The tandem arrangement provided a continuum for enrollees who wanted sustained work experience. For the contractors it meant more administrative continuity and the opportunity to work out bugs.

There were some prime sponsors, however, that worked to keep YCCIP and YETP activities and enrollees separate. Albuquerque and El Paso kept YCCIP and YETP entirely separate from SPEDY and Title I youth activities. Clark County had actually planned for close integration between SPEDY and the year-round YETP. The regional office, however, apparently at variance with national policy, stepped in saying that such integration could not be done and that the programs had to be kept separate.

Even where SPEDY was viewed as a separate program, and may or may not have been part of a service continuum for youth, prime sponsors frequently linked it with YETP and sometimes YCCIP through administrative measures. In Clark County, for example, where the federal representatives had ruled out any formal links between SPEDY and YETP, the sponsor moved SPEDY-bound YETP enrollees from one program to another with a change of status notice. It also used its central intake as an early decision point to decide whether new applicants should be referred to the work experience of SPEDY or the more varied career exploration services of YETP. The location of SPEDY worksites at YETP worksites and the use of the same contractors to deliver SPEDY and YETP also blurred the distinction between the two programs. In Grand Rapids, two-thirds of the YEDPA contractors delivered SPEDY programs. The consortium has encouraged this kind of consolidation by issuing a single request for proposal for YCCIP, YETP and SPEDY.

Regardless of how SPEDY was handled, its program design was affected by YETP. Because of the cross-fertilization, this year's summer program was more than the customary straight work experience. Greene County, for example, ran SPEDY completely independent of YETP, but departed from past practices by providing vocational education experience and labor market information to participants. The SPEDY orientation was modeled after the YETP world-of-work introduction. In the Lansing Consortium, planners fashioned SPEDY after the career employment experience activities in the YETP in-school program. The carry-over of program styles was enhanced by contracting with the YETP deliverers for the summer program. In Atlanta planners refunded with SPEDY money YETP career exploration projects whose program cycles had been completed. Cobb County also expanded its summer program beyond work experience, providing a career exploration reading program and a small vocational exploration component, both similar to components of their YETP programs. Even in Detroit, where a sponsor administrator explained that the usual contractors were delivering SPEDY, there were more provisions for ancillary services than in the past.

It appears that in an effort to upgrade SPEDY, the strategy is to shift its emphasis from straight work experience to a greater mixture of services that capitalizes on YETP experience. But the transition is not without its potential pitfalls. First, less work experience may not be desirable for the predominately in-school population that SPEDY is serving. A counselor in the Lansing Consortium was concerned about it taking on "too much of a school mentality" (Peter Kobrak, Page C-31) in serving youths who need a break from the regimen of school. Staffers in Portland also complained that enriched programs were not able to compete with straight work experience; the implication is that if SPEDY changes too much to a mixed service program, it may lose some of its popularity among youths. A second pitfall of this strategy is that the emphasis on enriched services may be diverting energy from efforts to improve the quality of summer work experience.

Service-Seeking Strategies of Youth

With the proliferation of youth programs permitting different service components, eligibility standards, and occasionally pay rates, youths might be encouraged to shop for programs. In fact, this did not occur very much in 1978. During the summer, although programs were somewhat differentiated with respect to qualitative aspects of design, they were not well differentiated with respect to wages or hours. But, where work experience, program activities, wage rates or hour of work were well differentiated, youths shopped unless restrained by administrative measures.

In the majority of prime sponsorships, all programs paid minimum wage and provided equal hours of work. Youths did not try to go from one program to another. The exceptions are instructive, however. Hartford, which switched enrollees from YETP to SPEDY as a matter of course, had a higher wage structure for YCCIP. However, since the YCCIP projects include a training component and are set up on fixed cycles, the sponsor prohibited transfers from

SPEDY to YCCIP. There was no problem with a reverse flow. In Waterbury, all jobs paid the minimum wage, but the SPEDY jobs permitted more hours of work each week. As a consequence of the differential, well over half of the in-school enrollees switched to SPEDY. Marin County encountered a similar situation in which its SPEDY program offered more hours of work. During the summer, the YETP termination rate there was much higher than anticipated.

Qualitative differences between SPEDY and other youth jobs also affected job seeking strategies of youths though, to a lesser extent. In Cobb County, YCCIP participants dropped out of jobs that actually paid more and subsequently took SPEDY jobs. The YCCIP jobs were physically demanding and included maintenance and cleaning. The SPEDY jobs offered a greater choice of worksites and work assignments. In El Paso, year-round jobs paid the same, but youths transferred to SPEDY because the summer jobs were seen as being easier and more enjoyable. Where summer programs were not greatly enriched with career exploration classes and counseling, prime sponsors anticipated youth leaving the comprehensive YETP programs for more work experience with SPEDY. The sponsors, accordingly, took steps to prevent such transfers. Planners in Cobb County, anticipating that youth would try to avoid the academic components of YETP, prohibited transfers from YETP to SPEDY. Santa Clara put in similar restrictions.

Who Did SPEDY Serve?

Prime sponsors consistently reached or exceeded their planned overall enrollment levels for the summer program. The differing eligibility standards for YCCIP, YETP, and SPEDY did not cause the problems with interprogram transfers that some observers had feared because sponsors had enrolled mostly economically disadvantaged youth in YETP and YCCIP; consequently, transfers had no trouble meeting the SPEDY eligibility standards. Furthermore, the universe of need, large relative to the number of jobs SPEDY could provide, remained unfilled in most areas. Even Albuquerque, with its Youth Incentive Entitlement Pilot Project competing for youths to fill jobs, had no trouble finding eligible youths for summer jobs. In an effort to expand the number of available jobs, Chicago SPEDY administrators set up a two-tier program providing reduced hours of work to youths under 16. The city created enough jobs to serve 46,000 youths -- 119 percent of plan -- and still turned away eligible applicants. One exception to the high actual/planned performance of SPEDY was Clark County which barely broke 80 percent of plan. Though fewer enrollees than possible were enrolled, the sponsor did serve more youth than in any previous summer program.

Prime sponsors did well in meeting their overall enrollment targets, but showed mixed performance in serving some subgroups. As anticipated, SPEDY concentrated heavily on an in-school population. This pattern was reinforced by the practice of transferring to SPEDY large numbers of youth in YETP, which serves mostly an in-school population. But, for the sponsors singling out drop-outs for special attention, none reached their planned level. Connecticut Balance of State, for example, reached only 12 percent of plan; Kitsap less than 5 percent and Portland 4 percent.

A surprising number of prime sponsors put a special emphasis on serving youths under 16 years. The emphasis took the shape of efforts to recruit 14-15 year olds and special programs for that age group. Because the entitlement project in Albuquerque concentrates on serving 16-18 year olds, administrators were able to enroll greater numbers of younger youth than ever before. Rockford, learning from past summers when they had large numbers of 14-15 year old eligibles, carved out a special summer program for them, featuring shorter hours and a greater emphasis on classroom and other experience for which academic credit could be awarded. The North Carolina Balance of State sponsor, recognizing a need for early work experience, and the limited opportunity that 14-15 year olds have for gaining such experience with non-government employers, targeted all its SPEDY projects on that group of youngsters.

The emphasis on 14-15 year olds does have its problems, however, when it comes to work experience. They are the least job-ready and face the most legal restrictions on the hours and kind of work they can do. Greene County, the only sponsor in the sample to evaluate the comparative quality of summer jobs for 14-15 year olds, found that the summer jobs were markedly inferior to the YETP jobs for older youth, and blamed the differences on restrictions on the kind of work that 14-15 year olds can perform.

Effects of SPEDY/YEDPA Interaction

There is evidence that YCCIP and YETP had a positive impact on the 1978 SPEDY program. It was enriched with components going beyond the usual summer work experience, and it appeared to be able to capitalize on the stability of the year-round programs. But there were signs that it might be a mistake to simply downplay the part of work experience in SPEDY. As it stands now, SPEDY has a following among youths looking for nothing more than a summer job; it is a following that could be alienated, especially if the rather modest expectations of a popular, short-term work experience program were replaced with the higher expectations of a still-untested model for enriched services.

Cutting in the other direction, it appears that YEDPA might learn from the history of the summer youth program. The basic predictability of the program has encouraged a self-starting local planning process, generally smooth administration, and a modest ability to try innovation.

Local Accountability

Under a system of decentralized, decategorized service delivery, local CETA sponsors are more than local offices for spending federal dollars. The basic federal policy set forth in YEDPA, for example, is seen simply as the base on which local policymakers build programs adapted to local needs. Accountability in the system is at two levels. On one level, local sponsors are accountable to the Department of Labor to comply with the laws and federal regulations governing client eligibility, local participation and clearance procedures, allowable costs, program activities and reporting requirements. At another level, there is assumed accountability to local policymakers, a mandate for local sponsors to assure that their programs are adapted to local conditions and responsive to local needs.*

In the course of prime sponsor implementation of YETP and YCCIP, the notion of accountability has evolved much the same way it has evolved throughout the development of CETA. Mechanical compliance with federal standards has taken precedence over attention to the impact of local initiatives. With a few exceptions, success at the local level is still measured in terms of whether prime sponsors get their allocation, enroll sufficient numbers of clients, and, perhaps most importantly, keep their noses clean. This pattern has important implications for how local sponsors collect data, the importance they attach to its accuracy, and the way local experimentation and evaluation is carried out.

Prime Sponsor Data

The kind and quality of data to which prime sponsors have access varies across prime sponsors and according to the kind of data. Demographic data on universe of need and economic data for describing local conditions are not checked carefully for accuracy simply because they do not form a basis for any real decisionmaking. Earlier reports on implementation of YEDPA have documented both the unreliability and inaccuracy of the data, and their lack of utility. Decennial census data are badly outdated. Prime sponsor jurisdictional lines frequently do not follow SMSA lines and state and local government agency administrative data are not considered reliable. Not needing the data for their own purposes, local planners readily pass along whatever is available as a gesture of compliance, since they have neither the time nor inclination to generate anything on their own, nor the need to use it.

Eligibility data, a subset of the client characteristics data that sponsors report to DOL, as well as activity data and cost data which all prove important in demonstrating sponsor conformance to laws, regulations and their own plans, are a different story. The stakes are clear and the incentives, therefore, more compelling. Paycheck errors, of course, receive fast attention because sponsors hear about them quickly. Some sponsors go to lengths to assure accuracy of data in which errors are not so obvious nor the consequences so immediate. In determining eligibility, some require W-2 statements from employers, caseload reports from social workers or verification from schools, in addition to signed statements from parents.

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*There is a larger issue of accountability, which will be taken up in the final report, and that is the aspect which pits the local agenda against the national agenda. When looking at that aspect of accountability, a major consideration is how prime sponsors can in reality serve local priorities while appearing to serve national priorities.

Program data are subject to a number of sources of error. Some of it can be attributed to the newness of YEDPA. It brought with it new categories of clients, different eligibility requirements, and more complicated requirements for breakdowns on age, education, and labor force status. This has meant new definitions for program personnel to learn, and during the break-in period, errors have been frequent. Northeast Georgia and Cobb County, both relying on the Georgia Department of Labor for their data processing, have found errors in their reports that it appears can be traced to the unfamiliarity of local and state staff with details of YEDPA. The use of subcontractors and the new role for LEAs have introduced new players to the manpower business and there is an expected break-in period for those personnel, as well as resistance to what some see as unnecessary red tape.

The information systems are another source of error. Again, the newness of YEDPA seems to be the cause, but the problem is compounded here because the bugs in the system limit the evaluation and data analysis capabilities of sponsors. Oregon BOS is forced to rely on bi-weekly telephone updates from subcontractors to verify accuracy of operation reports. The prime sponsors in Michigan are noted for putting a great deal of energy into assuring that the data in their systems are accurate, but the payoffs seem to provide sufficient justification: Muskegon and Kalamazoo staffers point to high ratings on DOL field audits as the payoff; Grand Rapids can boast of never having a disallowed cost.

About half the prime sponsors collect data beyond that required by the Department of Labor. Some go beyond the requirements by calling for monthly progress reports. Others require more extensive detail on program operations, client characteristics and client post-program activities.

The prime sponsors requiring more than the minimum kinds of data usually do so for some evaluation purposes. Muskegon, for example, requires participants and supervisors to evaluate one another monthly. Clark County requires additional information and data breakdowns as well as more qualitative assessment from both its sponsor information system and its contractors as a guide to overall management. Greene County interviews participants, supervisors, program directors, counselors and intake workers for the purpose of assessing operations, program content, and impact on participants. In DeKalb and Northeast Georgia, the prime sponsors go no further than collecting the required data, but the LEAs with contract authority are building a more extensive data base so they can measure participant performance. Atlanta compiles data weekly on terminations and enrollments in anticipation of doing an analysis of planned versus actual performance. It is not clear, however, that the collection of extra data, per se, gives a prime sponsor an edge. Rather, it only seems symptomatic of more conscientious management.

Knowledge Development and Evaluation

At a more sophisticated level of accountability, local sponsors stress the importance of assuring program effectiveness. But this kind of accountability is relatively rare. It is not required and the rewards are fewer. Measuring program results is more difficult than keeping financial accounts straight and the findings much less definitive. The "Knowledge Development" mandate encouraging prime sponsors to innovate is an attempt to make local administrators more sensitive to the effects of their initiatives on enrollees. While the mandate does little to increase the explicit rewards for local experimentation, it does provide some models for innovation and stresses the implicit value of examining program results and modifying operations accordingly.

The first year of experience with knowledge development provides few examples of well documented innovations that were useful to local policymakers. While the knowledge development mandate was not especially successful in the first year in establishing worthwhile local experimentation, it did nudge local sponsors one step closer to trying innovative approaches and documenting the results of them. Knowledge development did not provide a formula for sudden change, but it shows signs of stimulating longer-term change. Detroit, lacking definite plans for knowledge development last year, will test the effectiveness of a performance-based system of accountability in the design of an alternative education system for youth. After a disappointing follow-up to a plan in which contractors were to undertake their own knowledge development, Grand Rapids is trying a similar approach again, only with monitoring by staff.

In some cases, relatively sophisticated plans were scrapped in favor of simpler tests. Clark County originally planned to test the impact of YCCIP on increasing school retention. That plan has been discarded, however, in favor of a more modest -- and probably more useful -- plan to interview participants to get their impressions about the program and its effect on their behavior. Oregon Balance of State tried a mixed income test for fiscal 1978, but was unable to test for a number of important variables. The original design was dropped in favor of a more qualitative approach to assessing program performance. Next year Oregon will try to compare the relative effectiveness of programs with and without academic credit.

There were some first year successes. Lane County, another sponsor which attempted a fairly sophisticated design to test the results of pairing retarded youth with normal (YETP eligible) youth, abandoned its original research design, but nevertheless came up with results that were worked into 1979 programming. Kitsap County, after establishing the value of individual learning plans, is adopting them for other youth programming. What is more noteworthy than the specific findings is the fact that the first year's experience is forming a jumping off point for further innovation. For the sponsorships in which first year experience did not pan out, local evaluators are willing to try different tactics that appear better suited to local purposes.

In the previous two reports on YEDPA implementation, the prime sponsor reaction to the "Knowledge Development" mandate of YEDPA was analyzed. The emphasis on trying innovative program approaches, documenting the results and divining some lessons has met with mixed results. But in order to gauge the likely useability of knowledge development and to gauge the impact it could have eventually on prime sponsor operations, it is instructive to see what they are already doing in the name of evaluation, since that is an activity with the potential of taking sponsors beyond the concern with day-to-day operations.

At a minimum, prime sponsor evaluation encompasses monitoring subcontractors and overall prime sponsor actual performance and comparing it to planned performance. Where actual performance deviates significantly from planned performance, corrective action is taken either to alter performance or modify the planning figures on file with the Department of Labor. Although the principal purpose of monitoring is enforcement, many prime sponsors carry evaluation far beyond that level. Charlotte is spending more on administration in fiscal 1979 than before, partly so that local administrators can get a clear idea of how good their work experience is. Each subcontractor is visited at least once, and some two or three times a week, so that staffers are thoroughly familiar with operations. Clark County, taking advantage of the cohesion that comes with a small staff and a central intake unit, is able to keep the entire top staff apprised of progress with the youth programs. Weekly site visits are made to monitor subcontractors and provide the basis for a running account of operations.

The bad press that CETA has received has, no doubt, provided much of the impetus for monitoring and "process" evaluation that sponsors are doing. But a comprehensive evaluation system needs to be able to provide diagnosis in terms of why performance is above or below plan, as well as details on program results. In Clark County, the effectiveness of evaluation is increased because local administrators have formulated operational objectives that provide reference points for judging performance. Evaluators in Lansing, separate from the office running the computerized information system, are responsible for running a mixed income experiment and collected job retention data and did a pre-post program wage analysis of participants in the summer programs. Atlanta has contracted with outside evaluators to profile and analyze program impacts on enrollees. Muskegon is collecting semiannual information on achievement, client characteristics and labor force status. It also administers monthly participant evaluations and is analyzing the components of its delivery system.

Despite promising achievements with respect to evaluation of some sponsors, most face considerable obstacles before they will have well functioning systems. The compliance function of evaluation commands first attention, because constant changes in programs and regulations keep administrators from establishing routines. Learning and relearning take up too much time. There is also a lack of vision of how to move beyond that. Many sponsors are not translating the ambitious goals in their plans into operational objectives. When groups for special emphasis are identified, sponsors are not specifying in their plans how they will be enrolled. While evaluations indicate that performance deviates from plan, they are not particularly useful for indicating why or how the deficiencies can be corrected. As part of its knowledge development plan, Portland, for example, tried to establish a performance contracting system. Although quantifiable objectives and milestones have been incorporated in prime sponsor contracts, a lack of technical assistance and ongoing monitoring limited the utility of the project.

Further progress here is going to be hard. Data collection and evaluation cost resources, time, and energy. They require an investment for which the payoff in improved programs is uncertain and the rewards either nonexistent or subordinate to the rewards for clean, though uninspired, management.

The "new CETA," as amended in late 1978, also is likely to have a negative effect on local efforts to evaluate program effectiveness and try innovative program approaches. The new regulations are complex and will require that sponsors invest much energy to assure that they are in compliance. The heavy emphasis on stopping "fraud and abuse" is also bound to inhibit innovation by encouraging sponsors to stick with established and safe programs and not risking anything new which might be more effective, but by its novelty, might invite more scrutiny.

The Difficulties of Spending on Target in 1978

Earlier reports have documented the variety of programs that sponsors were able to implement on short schedules. But their accomplishments in establishing new programs belie the difficulties many faced in sticking to their plans, and in achieving sustainable enrollment and spending levels. The difficulties posed by late starts were compounded by the changing national policies. A few sponsors were able to start in January 1978, but typically, they did not get underway until March or April. Some had less than four months of programming in the first year.

The short 1978 program year and the expectation during late 1977 and early 1978 that the Congress would boost sponsor allocations by 50 percent with a half billion dollar supplemental appropriation, dictated rapid acceleration in sponsor enrollments and spending. As start-ups were delayed, the federal pressure for fast enrollments intensified. By late spring, however, the message was reversed for two reasons: first, the administration decided not to request the $500 million supplemental appropriation, and second, in face of declining youth unemployment, President Carter requested new funding for 1979 youth programs at a level below that for 1978 based on a planned carry-in of the 1978 funds. To meet this new mandate, the Department of Labor suggested in June that sponsors carry in 27 percent of their 1978 allocations in order to avoid program disruptions.

On the prime sponsor level, the changing funding levels do not appear to have done serious long-term harm to local efforts. Effects of the shifts at the national level were damped out by slow and unclear transmission of the signals by the regional network. The effects of sudden changes in emphasis were further diminished by implementation lags which left most sponsors in the position of under-spending by the beginning of the summer. Consequently, national enrollment and spending patterns in the first year show fairly even growth with no abrupt shifts in direction.

On the national level, aggregate spending was low enough to assure much more than a 27 percent carry-in. It was 38 percent for YETP and 37 percent for YCCIP. But it is unclear how much of that carry-in can be attributed to the announced changes in funding levels and how much was an inevitable surplus that could not be spent because of the late program starts.

While the effects of the funding changes were not as serious as they might have been on the local level, prime sponsors were forced to make adjustments. The precise response to the mid-June advisory dictated different adjustment strategies according to how far sponsors had gone in implementation. For Columbus, the slowest starting sponsor of those studied, the signal changes and the carry-in mandate had no effect because enrollments were extraordinarily low. Because of its slow start-up, Columbus will be carrying in sufficient funds, which when added to their 1979 allocation will increase YEDPA resources for 1979, despite a 33 percent allocation reduction from 1978 to 1979. Portland, although doing a better job of implementation than Columbus, also encountered delays. A major project required an unexpectedly long planning period. Project clearances through the local government took extra time, and organizational problems within the prime sponsorship put a drag on the enrollment process. Portland had no trouble spending less than 73 percent of its 1978 allocation. Cook County, which did better than Columbus or Portland in starting up, had difficulty later in obligating all its funds because of enrollment shortfalls. Consequently, the slow-down order did not have an adverse effect there, either.

The sponsors that had slow start-ups, and then had compensated by accelerating up to high enrollments, had to make more serious adjustments during the summer. Oregon Balance of State peaked in June and then took July and August to slow down. It was decided not to use SPEDY as a safety valve, and so spending was braked by freezing YETP enrollments and by taking pressure off subgrantees that were behind plan in their enrollments. Thanks to these measures, it finished 1978 being able to carry in 25 percent of its 1978 allocation.

Sponsors that did not encounter extraordinary circumstances in the early implementation phases were forced to take more deliberate action in order to be able to carry in some resources. After some early delays, Kitsap got up to plan, and by early summer, planners were expecting to spend the entire 1978 allocation. Administrators there were able to cut spending to 73 percent only by suspending YCCIP and YETP enrollments, and transferring those clients who were eligible, into SPEDY. Chicago slowed enrollments and used attrition to drive down spending. Greene County, which reached peak enrollment remarkably fast, was harder-pressed than most other sponsors when told to carry in 27 percent of its 1978 allocation. Administrators there transferred those YETP enrollees who were eligible into SPEDY. But since that permitted only half the desired carry-in, a large number of the remaining YETP enrollees were terminated from the program.

Clark County, one of the first sponsors in the country to have its plan approved, was spending and enrolling on schedule when the carry-in directive was received. Administrators there made the decision to continue their course with only minor adjustments. Although the sponsor finished the year enrolling 97 percent of the planned level, it managed to carry 14 percent of its 1978 allocation, thanks to lower than anticipated unit costs in some activities.

On the whole, sponsors proved resourceful when told they would have to carry funds from 1978 into 1979. The news, although not welcomed, was accepted as a fact of life. The garbled spending messages and the confusion caused by some regional office interpretations, however, were not so palatable, and caused a greater amount of rancor. As one field associate said: "The point all prime sponsors would make is that they can deal with just about any instructions as long as they can trust in their certainty." (Myron Roomkin, Page G-13).

Planned Versus Actual Performance

If YEDPA were nothing more than a lump-sum increase in resources for local employment and training programs for youth, first year planning and operations would probably have been much easier. But YEDPA is filled with specific mandates and local sponsors had to exert extraordinary effort in order to get operations underway in fiscal 1978. Some complex program activities required a great deal of ground work before they could start. New contractors, eligibility criteria, organizational components, and services introduced new variables in projecting enrollment and spending rates. The funding changes and experience with program operations prodded sponsors to modify their original plans repeatedly.

One way to make some sense out of the first year of YEDPA experience is to compare planned and actual performance with respect to cost per enrollee. This approach provides some insight into weaknesses in operations and plan estimation procedures. There are limits to how seriously such analysis can be taken. Data used in the case studies based on those reported to the Department of Labor on a quarterly basis are not complete for all prime sponsors. Nor are they comparable; there is great unevenness where the reported planned data do not reflect modifications in effect, definitions of program activities vary from sponsor to sponsor. Because of shortcomings in the data, discrepancies between planned and actual performance are not precise and comparisons between sponsors not likely to be fruitful. But, although the analysis obscures a good deal of detail, it reveals issues that should be addressed. The discrepancies are fairly reliable for flagging the variables that present the greatest uncertainties for local planners and pose obstacles to implementation of local programs. When considering discrepancies, together with the detailed analysis from the case studies, patterns do emerge.

In YCCIP, a program envisioned originally as a straight work experience program aimed primarily at high school drop-outs, actual per-enrollee costs were below planned levels for all of the sponsors for which data were available (about half of those in the case studies). The vast majority of the sponsors studied were below 80 percent of planned; nationally, per enrollee expenditures were 62 percent of plan

High turnover and low spending produced the low ratios. Turnover among YCCIP enrollees was higher than expected because the YCCIP jobs were strenuous and demanding, and paid minimum wage. The youths served in the jobs -- drop-outs -- found that for the same effort, they could get better money elsewhere, and so they left. The lack of any non-work services such as remedial education and counseling services, while lowering per-enrollee costs, have contributed to high turnover. Because of the high turnover, nearly every sponsor studied exceeded their planned enrollments, without exceeding expenditures, driving down the planned/actual per-enrollee cost. The national patterns were about the same, with fourth quarter enrollments outpacing costs 114 percent to 70 percent.

The YETP picture is more complex than that for YCCIP because YETP activities covered 6 areas in addition to work experience: classroom training, on-the-job training, vocational training, career awareness, transition services, and career exploration experience. Four of these categories dominated sponsor service matrices: classroom training, OJT, work experience, and career exploration experience. Of those four, work experience and career exploration experience were utilized most frequently.

The ratio of actual/planned per-enrollee cost for YETP varied from sponsor to sponsor over a much greater range than in YCCIP, going from less than 10 percent to nearly three hundred percent. Ratios for most activities, however, were in the 60-100 percent of plan range. Nationally prime sponsors and state programs rose from 60 percent at the end of March 1978, to 92 percent at the end of September.

The miscalculations in planning and the snafus in operating YETP programs implied by these discrepancies were understandable and could be anticipated. Many of the services were new and required contractors to develop new capabilities. This caused delays and built in unpredictable cost variables. With the new programs, there were also uncertainties with respect to enrollee performance and turnover, both factors affecting costs.

Table 2 summarizes the distribution of actual/planned per-enrollee cost ratios for different activities.

Table 2

Percent of Planned Per-Enrollee Costs Actually Spent in Fiscal Year 1978

YETP Services	≤50	51-60	61-70	71-80	81-90	91-100	101-200	>200	Total
Classroom Training	1			2	2	2	3	2	12
OJT	3	1				1	2	1	8
Work Experience	2	2		1	2	1	1		9
Career Exploration Experience	2	1	2	1	3	3	1	1	14
Other	1		2	1					4
Total for YETP Services	9	4	4	5	7	7	7	4	
YCCIP Work Experience	6	2	4	3		3			18

The experience of the sponsors covered in the case studies seems to bear out the picture implied by national enrollment and spending data. They show enrollments consistently outstripping spending; cumulative enrollments for the last quarter of 1978 exceeded plan for the two largest program activities. Most of the sponsors reporting planned and actual enrollment and spending finished the year at or below 100 percent of planned per-enrollee cost. In three-fifths of the program components of those sponsors, actual enrollments not only ran ahead of spending, but exceeded planned enrollments. In these cases, well-established local service deliverers were able to locate and recruit clients quickly, thanks to existing access to the community through other CETA activities or by virtue of being LEAs. Spending lagged behind enrollments and, in nearly every case, behind plan, most frequently because it appears that sponsors simply mis-estimated costs. But systemic quirks also reduced spending rates. Charlotte, expecting to run components through the local schools had some difficult relations with them that hindered implementation. In Muskegon, two schools, which had been slated for participation, were eliminated in a LEA reorganization. A major CBO there also encountered difficulties when the state attorney general ruled that a state match of YEDPA funds was not legal.

Lags in spending were not always symptomatic of bad planning or shortcomings in overall operations. In some areas they signalled well-run operations in which expected expenditures were not made because of unanticipated high degrees of cost sharing with non-CETA agencies. In Greene County, actual spending ran lower than estimates because the major program deliverer in the area is a large CBO that was able to absorb many costs in its large base of operations. The sponsor was able to obtain services at no cost from community agencies and a local university. Kalamazoo's low spending can be attributed in large part to a tightly-run centralized system of control and monitoring, and a willingness to put pressure on the LEAs to run quality programs.

Lane County was the only sponsor reporting more than one activity in which actual per-enrollee costs consistently exceeded planned costs. In only one of those activities, however, did expenditures exceed plan. Most of the distortion was due to underenrollments caused by late start-ups. But unique characteristics of the programs in Lane County seem to be an important contributing factor. The programs, designed for a high-risk population (twenty-eight percent of the YETP enrollments there were young offenders), were enriched with a variety of services.

The rest of the sponsors had mixed experience with regard to actual versus planned per-enrollee costs. In almost every case in which they greatly exceeded planned levels (more than 50 percent above plan), the errors were due to higher-than-expected expenditures; enrollments were close to expected levels. For those who were under, cost miscalculations again were more frequently a cause for discrepancies than were enrollment miscalculations.

Looking at experience across program activities, the most notable finding was the lack of success of sponsors in establishing and maintaining on-the-job training components for young adults. Per-enrollee costs for OJT varied from less than 10 percent of expected per-enrollee costs to more than

200 percent, depending on who was responsible for slot development and the precise problems encountered. The great variations are due in part to the small numbers involved (OJT consistently was a small component -- less than 5 percent of the enrollments in any sponsor). Clark County, spending 173 percent of the anticipated cost for an OJT slot, originally planned 10. But when the CBO responsible for OJT positions encountered difficulty developing slots, that number was cut to 2. Although they were both filled, there were costs that had to be covered for the early futile efforts. Greene County, remaining at 2 percent, had similar difficulties; but since it used inhouse staff, it did not pass on the extra development costs when only a few slots could be arranged. Because OJT was a small component, its development commanded less attention than some of the larger components. This, no doubt, restricted accomplishments. But it is also probably not an appropriate component for youth. As difficult as it is for sponsors to develop OJT positions for adults, youths are at an even greater disadvantage. One counselor asked: "How do you get a businessman to take an untrained kid on an OJT when he can get an adult just as easily from the CETA program?" (Bonnie Snedeker, Page I-12). In light of the 1978 experience, sponsors are reducing OJT and in some cases eliminating it altogether.

PLANNING FOR 1979

After the ordeal of fiscal 1978 planning, prime sponsors hoped for a more relaxed planning cycle for fiscal 1979. In fact, legislative and funding uncertainties clouded the second YEDPA planning cycle, precluding "normal" planning once again. CETA (and YEDPA) reauthorization was not final until mid-October, and allocations for 1979 were not settled until even later. But within the constraints imposed by delays and uncertainties at the national level, planners managed to make changes in local programming.

The Dynamics of Local Change

Local administrators learned from the YEDPA experience and incorporated the experience into changes that can be roughly catalogued into three categories: changes in procedures and operations, institutional relationships, and policies.

Changes in Procedures and Operations

The easiest changes have been procedural. After reviewing first year experience, prime sponsors are changing some of their operations. Eligibility determination, where it has been done by the Employment Service, has gone smoothly. But intake operations have been reorganized or relocated in some cases. One of the most radical changes is in Atlanta where YEDPA-eligible youth were being referred for services without regard to individual needs or overall employability development strategies. The cost was high turnover for both YCCIP and YETP. The intake system is being overhauled and a needs assessment phase is being built in to screen youth, then provide career exploration services, orientation and counseling. Once clients have gone through the core activity, they are referred to other YETP components, YCCIP, or Title IIB-C programs. Remedial education and skill components have been added for youth entering in 1979 because so many of the 1978 enrollees -- including high school graduates -- were found to have low achievement levels and needed basic education to increase their employability. Rockford is trying a variation on that approach, stratifying youth by age and enrolling different age groups in different service modules. Programs there will provide assessment services, remediation as needed and graduated exposure to work. Planners in Albuquerque-Bernalillo are instituting a comprehensive assessment system for all CETA clients. Because of the local announcement and bid review procedures for YCCIP, and the relatively small allocation for the program, many sponsors see it as being more trouble than it is worth. In the turmoil of planning for 1979, YCCIP occasionally was relegated to the back-burner.

Changes in the Institutional Roles

There were more difficult shifts in institutional responsibilities for aspects of the youth programs. They are important because they imply that certain turf lines and bureaucratic roles are not fixed, and are subject to change through YEDPA. In Alamance, the prime sponsor increased the 1979 LEA share of its YETP allocation more than three times over the 1978 level. The increase is a consequence of good CETA-LEA relations and the decision to add two student subpopulations as target groups: high school students enrolled in vocational education and high school students who are unemployed. The presumption is that the schools are in the best position to identify the students and mesh YETP services and work experience with the curriculum. In Lane County, there was a shift of responsibilities to rationalize overall program delivery. Because of the difficulties that LEAs there had with the enrollment process and eligibility criteria, enrollment and certification are being moved to the prime sponsor. The LEAs, however, are increasing the emphasis on the services that they are better adapted to provide, such as job search seminars, career information, and community college classess. While the LEA percentage share is not being increased in 1979, the funding is, thanks to the carry-in. Further-reaching changes, while deemed possible in Lane County because of good CETA-LEA relations, are not occurring because of the short planning period.

Clark County, another sponsor with good LEA relations, has shifted to the LEA responsibility for certifying each work experience job site as being career-related. Last year the prime sponsor had that responsibility. The decision to shift the responsibility also probably provided more incentive for the schools to agree to award academic credit for program experience in 1979. In Cobb County, the local vocational-technical school is acting in a referral role in 1979 to assure a flow of clients to YETP. One of the local boards of education still has not signed an agreement and the local high school will not refer students until the last quarter of the senior year.

In an institutional shift in private sector relations, Cobb County decided that it could drop the services of a private corporation that had been instrumental in establishing a sponsor training program with a major corporate employer in the area. The private intermediary almost certainly acted as an indispensable catalyst for the first year operations; but in the second year after chain-of-command problems developed, the prime sponsor decided it could contract directly for the services.

Although these kinds of institutional shifts were important, the absence in other instances of institutional change from 1978 to 1979 was not necessarily a bad sign. In the Lansing Consortium, where there is little change in the level of funding or the kinds of programs run by the LEAs, the lack of change is a sign of stability more than inertia. The consortium has a history of cooperation with schools and both parties have reached an equilibrium. Routines have been established, and bugs eliminated; the LEA share of YETP also stands at nearly 80 percent. Detroit is fine-tuning part of its operations, taking away from schools outreach and recruitment responsibilities for out-of-school youth, since the schools are not well adapted to reaching that population. Other than that, no major changes are planned. Kitsap County concluded its first 1978 school program with a meeting between district school counselors and CETA staff. Except for a funding switch that will pay for certain in-school jobs from YETP money instead of YCCIP money to permit more flexibility, little of substance is changing. There are no changes in the division of labor or program content. Here, too, some administrative tinkering is being tried, however, with the prime sponsor picking up some of the administrative expenses of the LEA program and providing the school coordinator with a PSE worker for clerical support.

In some other prime sponsorships, where institutional changes with LEAs have been minimal, it has not been out of satisfaction with present arrangements as much as out of external constraints. In DeKalb County, changes in LEA roles and activities are stymied by the funding uncertainties and planning delays. Oregon's proposition six putting a lid on local tax rates contributed to the air of uncertainty over CETA budgets by putting the LEA budgets in doubt. One school district concerned about budget uncertainties dropped a successful career exploration program that had been launched as part of the 1978 YETP activities. In Greene County there has been no change in the role of LEAs because the education community has little trust in the CETA system and is suspicious of federal funds. But Clark County administrators, finding that the county schools were unable to reach youth most in need of its YCCIP activities, shifted responsibility for YCCIP to a central city CBO and the county children's home.

Changes in Policy

Many of the first year YCCIP and YETP plans emulated the language of the DOL Youth Planning Charter and the legislation without much sense for the full implications of what they were saying. Furthermore, with limited planning time in the first year, prime sponsors also had little choice of service deliverers, which, in turn, restricted the client population that would realistically be served. As one planner in Oregon said, "Our service mix is based largely on the realities of local service delivery capability rather than on the mix of need." (Bonnie Snedeker, Page I-28).

In the second planning cycle, with the benefit of experience and more planning time, sponsors lowered the level of rhetoric and changed some policies to improve response to needs of target populations rather than the institutions. Cook County is improving implementation of services to drop-outs by having the LEAs offer programs for both those who agree to return to school as well as those who are interested in a GED, but would prefer not reenrolling in traditional classes. The County is taking further steps to bring jobs to the out-of-school youth by listing them with the local employment service and assuring that the youths are referred to the CETA intake office. In Northeast Georgia, part of the balance-of-state prime sponsorship, planners have backed away from returning drop-outs to school and are concentrating instead on providing them with opportunities to earn a GED or attend adult basic education classes. Kalamazoo County is providing them with more occupational information. Kitsap County has decided not to target its entire YCCIP program to in-school youth, because it can serve that population better with the flexibility of YETP. Grand Rapids, for example, has kept its emphasis on negotiating agreements for academic credit; the ambitious goal of matching job assignments to client interests was relegated to the back-burner. In its report on 1978 YETP activities, the sponsors concluded that "admirable as YEDPA's goal of matching jobs with career aspirations is, legal, regulatory, and traditional limits far overshadow the goal in practical terms." (Peter Kobrak, Page C-22).

Apparently, some sponsors felt that first year YETP activities were going too far afield of employment and training objectives. The vague concept of career exploration is being sharpened so that programs have more specific work related services. Sonoma County is incorporating a very specific list of services and objectives in its LEA agreements. Lane County is shifting "away from a predominately social service intensive model toward a stronger employment and training oriented approach." (Bonnie Snedeker, Page I-26). As part of the new emphasis, LEA in-school programs will be stressing employability development planning. In making the shift, Lane County is relying heavily on non-CETA agencies to provide social services that the YEDPA clients need. In Albuquerque-Bernalillo, skill-training slots are being increased.

What is not clear after the second round of YEDPA planning is whether the largest changes to be induced by YEDPA have already occurred. The number of sponsorships that seem locked in by inertia, political or financial constraints seems small. Most have undertaken changes in policies and operations for the second year or are deliberately keeping options open by deferring major changes until planners have a larger base of experience. In those cases, contracts are being extended with little change. But the presumption among local youth planners seems to be for further changes.

THE LOCAL PERSPECTIVE

The principal focus of the case studies in the third interim report has been on variables important to the Department of Labor as it has tried to implement YCCIP and YETP, but not necessarily important to prime sponsors. In the course of implementation of YEDPA, local debates have covered some of the same ground as those at the national level: the pace of implementation, quality of jobs, funding uncertainties, knowledge development, and the role of schools. But a different set of implementation issues, not found in national discussions, has also been debated: the dilemma of local accountability without adequate local authority; accomodating competing mandates that are promulgated from different national offices with little concern for how they interact locally; the effects of adverse CETA publicity.

Local sponsors have had persistent problems in two areas: achieving stable staffing for local programs and achieving a cooperative relationship with the regional offices. The national Office of Youth Programs has not committed real energy to studying either of these areas. Although they have impacts on the operation and effectiveness of the youth programs, they are not germane to YEDPA alone and are not really "manipulable variables" -- factors over which national youth administrators have much immediate control. But they are intrinsic to the federal style of administering decentralized/decategorized programs, and, in the long run, can be affected by shifts in federal policy. For that reason they are worth mentioning.

Prime Sponsor Staff Stability

After overturning the results of the RFP process, the Columbus CETA director decided in the spring of 1978 to administer YETP in-house. But the sponsor's Youth Employment Service Center, lacking necessary staff, materials and facilities, did not open until June 19th and limped through the summer. Even by late 1978, YETP programs were not fully implemented. Aside from a leadership void caused in part by the CETA director trying to please two masters -- local elected officials and the U.S. Department of Labor -- the sponsorship is unable to change staff quickly in response to shifting program emphases and new legislation. CETA staff in Columbus are covered by civil service personnel management regulations. Hiring is a cumbersome and time-consuming process. It is easier to reassign staff from one program area to another. But this means that although PSE build-ups and YEDPA implementation mandates, for example, do not present competing priorities at the national level, they do locally: staff for one priority area must be taken from another.

One case study author who kept count found that in the first year of YEDPA operations, three of the five California sponsors being studied changed CETA directors. One of the sponsors also lost its youth director and two key youth staff. In three out of four sponsors studied in Georgia, morale was so low that staff were looking actively for other jobs.

An Eastern Middlesex YETP project collapsed when the sponsor's youth director and project director resigned, and the project instructors were fired. After some initial difficulties, a Boston YCCIP landscaping project got off the ground and flourished. Youths were receiving classroom training to complement well-supervised work activities. Staff and enrollees alike were serious about their work. But, by the beginning of the summer, the project was disintegrating. Staff were never able to get adequate equipment, and without that were unable to develop good worksites. Enrollees and project personnel alike became discouraged. By June, both supervisors had resigned and were replaced by interim supervisors who were completely untrained. In July, the project director resigned. A director and two new supervisors were hired.

In the Connecticut Balance-of-State youth operations, four persons have been working together fairly effectively. But there are no formal career ladders in the bureaucratic structure and no one knows what the advancement opportunities are. The Hartford prime sponsorship, long a political football, has been hit hard by turnover. As of November 1, 1978, only twelve percent of the CETA staff have been without the organization for two or more years. The youth programs have been especially hard hit by resignations or reassignments within the agency. As a consequence of the turmoil, there is no institutional memory and the effects of staff training have been almost totally washed out.

Portland, touted as one of the better sponsors in the country, has its share of problems. A CETA staff reorganization has hurt morale, among the youth staff especially. The youth office has lost its status as a line agency on the same level as adult and senior citizen divisions. Central staff supportive of the youth initiatives have quit and the supporters of adult services have emerged as the ones with power in the new organization scheme. Both the central youth office and the youth field netowrk continue to be understaffed. With a strong emphasis on linking CETA to local economic development initiatives, it is becoming apparent that possibly the only way to provide services adapted to youth will be to rely more on local schools.

Symptoms of staff instability do not necessary spell disaster. Even the Eastern Middlesex landscaping project experiencing complete staff turnover can claim some measure of success. Both the original and the replacement staff have been dedicated, maintaining contact with enrollees and counseling them on an informal basis. In early September, most of the enrollees -- all out-of-school youth -- indicated that they were planning to return to school. But a stable staff does improve the chances for success of any programs. The more stable sponsorships and projects usually also have better morale, lower turnover among clients, and it might be presumed, a better chance for being effective.

Horror stories about staff instability are not representative of local CETA or YEDPA operators in general. But they occur frequently enough to merit attention. It is hard to determine the direction in which causality runs when local operations are in a state of turmoil and prime sponsor staff are constantly changing. But the two go hand-in-hand and common sense makes certain aspects of the national style of CETA administration a likely villain. Where it is not the villain directly, it is indirectly by perpetuating policies that hinder local survival adaptations.

The federal administration of CETA appears to have material impact on sponsor operations in two (interrelated) ways that can affect local staff stability: first by leaving the sponsors politically vulnerable and second, to a lesser extent, by leaving them too little time to establish a local agenda.

CETA sponsor directors face a challenging balancing act when they try to serve two masters. The federal presence in CETA is unmistakable, and the law, regulations, and national priorities frequently are not compatible with local laws and administration practices or policy preferences. The CETA rhetoric of local authority and discretion frequently is hard to reconcile with the reality of federally-mandated review procedures that fail to acknowledge and allow inadequate time for local governments' own administrative review procedures. The rhetoric is hard to reconcile with regional office hard-line directives that are at odds with national office policy and common sense interpretation of the law and regulations, and further erode local discretion. Although the rhetoric gets through to mayors and county councils, the complexitities of administration do not. Local CETA administrators are left with the difficult job of explaining the inconsistencies.

The political durability of local sponsor staff is also undermined by the unique status they are sometimes accorded in local government. CETA offices, usually being entirely federally supported components of local government, are treated differently from other components of local government. They are not a line item on local budgets, except where non-CETA responsibilities are added, and CETA staff sometimes are not given the civil service protection that employees of other local government offices have. The lack of civil service protection and the financial insecurity caused by funding uncertainties reduce the appeal of CETA staff jobs. Furthermore, the sudden shifts in emphasis in Washington and the addition of categorical programs force constant staff reassignments and structural reorganizations. The climate of financial and organizational uncertainty takes a toll in staff turnover (to say nothing of program effectiveness). These factors, taken together with the relative newness of CETA, give CETA offices a sense of transience and a lack of perceived bureaucratic staying power.

Where CETA directors do not have the political muscle that can compensate for weak structure, they may try to avoid controversy or conflict with other local officials by maintaining a low profile and following a policy of isolated and undramatic programming. But when a choice is forced, CETA directors usually opt for legal accountability to the U.S. Department of Labor instead of political accountability to local elected officials. They can then find themselves forced to resign for being unresponsive to local decision-makers.

CETA staff stability suffers also because of the frustrations and uncertainties that attend the implementation of federal policies when there is too little time for them to map out a local employment and training agenda and plan programs adapted to it. YEDPA was implemented as an accelerated pace in which a great deal of the time between the first planning activity and program implementation was taken up with procedural reviews of hastily developed plans based, in part, on the recommendations of youth councils that had met only once or twice and were never adequately briefed about the dimensions of youth employment problems or the relative effectiveness of past strategies for dealing with those problems. After local review and approval, the plans were hastily implemented with too little time to the administrative demands: hiring qualified staff, and determining what facilities and equipment were needed for programs and then obtaining them. The rush left little time for considering carefully strategic and tactical decisions, building local support, and forming coalitions. It meant instead, a game of catch-up in which sponsors had to strike out on their own, rush enrollments, and try operating programs without the benefit of a break-in period.

The lack of planning and program development time certainly was a contributing factor in the inability of the Columbus YETP to get started. It hurt staff morale and enrollees were quick to catch on and seek out other opportunities. The YCCIP landscaping project in Eastern Middlesex might have fared better had it started with the equipment and the worksites that it needed. Without the front-end time needed for proper project development, staff there had no better luck finding their work "meaningful" than did the enrollees.

The uncertainties hurt linkages with other institutions. Even where sponsor staff can adjust to the abbreviated planning cycles, administrators cannot, or can with only the greatest difficulty. The extra effort to plan and implement LEA agreements quickly did not ease the way for better CETA-LEA relations. It only introduced another source of tension. The delays in a go-ahead signal for a second year of YEDPA held up youth programs until well into the new school year. In a few cases, they were able to start on time when the LEAs and other local agencies went out on a limb either advancing funds directly for the second year programs or assuring some liability for them. In any event, the uncertainties and lack of planning militated in favor of a policy of incrementalism requiring a minimum of new work.

The youth programs have not been the only source of frustration for local sponsors, however. They have been merely one more in a series of frustrations associated with CETA. The delay in reauthorization of CETA and funding delays and uncertainties for all CETA programs typify the larger problems facing local sponsors. The ad hoc style of national manpower policy formulation by the Congress and the crisis style of management by the U.S. Department of Labor are the factors most frequently cited by the sponsors as the underlying cause of their planning difficulties.

The Role of the Regional Offices

The point of contact between prime sponsors and the U.S. Department of Labor is the office of the regional administrator. It is responsible for communicating to the prime sponsor notice about laws and regulations, and for passing on policy and administrative directives. It reviews and approves sponsor plans and answers inquiries about interpretation of laws and regulations. The regional office also acts as a conduit for technical assistance. In the formal administrative scheme, it is the gatekeeper for information and authority that sponsors need for their operations.

There is a predictable tension between sponsors and regional offices. It springs from the authority that the regional office has over local programs. Whether the relationship becomes contentious seems to depend mostly on whether regional office authority is exercised in a spirit of cooperation. Unfortunately, during implementation of the youth programs, non-cooperation has been a recurring, though not pervasive, theme.

In the view of some of the sponsors being evaluated, their contact with the regional offices with regards to the youth programs has been marked by too little attention to the spirit of YEDPA, the substance of program designs, or the effectiveness of program strategies. Instead, there has been frequently a fixation with mechanical compliance activity, pushing prime sponsor spending, and assuring that sponsors do not make waves. As one reason for rejecting a sponsor plan, a regional office objected to the use of time allocations expressed in fractions of percents. In another region, the office put pressure on a sponsor that had decided not to apply for YCCIP money. Yet the offices were oblivious to larger policy questions. For example, although the Columbus sponsor was not in violation of any laws and did indeed submit a plan on time, the total ineffectiveness of its implementation efforts escaped censure by the regional office.

Another problem some sponsors identified was the lack of timely information from regional offices, and the occasional distortions of national office policy. Early in the course of implementation, sponsors had difficulty obtaining answers to inquiries about the interpretation of YEDPA and the YEDPA regulations. These problems were compounded when regional office information was plainly wrong. One sponsor received the wrong estimate for its 1978 YETP allocations. Some sponsors were directed to keep SPEDY separate from YETP and YCCIP activities. Others discovered they were not receiving technical assistance material from the national office and found the regional office training to be addressed to narrow procedural concerns, paying little attention to strategic policy issues.

It is not hard to find reasons for the breakdown in the regional role of transmitting information and providing technical assistance. In the rush to implement the youth programs, the regions sometimes had no faster access than prime sponsors to interpretations of regulations or technical assistance material. Sponsors, under the gun to get plans out in a hurry, found it faster and more reliable to go around regional offices and contact the national office directly. Officials in the national office, after encountering resistance in the regional network to fast implementation, frequently cooperated in the end run. Regional personnel, often lacking experience, were also burdened with responsibilities for increasing public service employment enrollments. The extra responsibilities and the complexity of the new youth legislation made it difficult for them to cope with all the inquiries from local sponsors. It is not unusual for them to know far less about national policy on particular programs than local administrators. Unable to provide much useful information to prime sponsors, regional personnel seem to have found in many cases that the only way they can exert influence is administratively, though approval power over sponsor plans and program activity. Yet even there, regional office opinions are not final authority, but are subject to reversal by the national office. Under these conditions, contact between sponsors and regional office officials exacerbates the natural tension between them.

The reasons for the poor relations that frequently exist between regional offices and prime sponsors are not hard to fathom, and the consequences are predictable. The solution to the problems that the tensions create are not so obvious. At a minimum they depend upon the Department of Labor determining, as a matter of explicit policy, what the appropriate role of the regional network is, and then standing by the policy.

PART TWO

CASE STUDIES

Third Interim Report
YEDPA - Connecticut

Peter S. Barth
November 1978

1. Experience Thus Far-Quantitative

1A. Enrollments, Terminations, Expenditures

Data on enrollments and expenditures by each of the prime sponsors is shown on the following tables. Before focusing on the specifics of these for each of the areas, it is worth noting the very disparate sizes of the three prime sponsors being evaluated. While the Hartford consortium is more than 3 times the size of the City of Waterbury's program, the former is only about one-third the size of the BOS (balance of state). These size differences make the administration of these programs very different kinds of operations for each of the prime sponsors. Accordingly, each of the prime sponsors experiences very different types of management problems.

For the BOS actual expenditures for both YETP and YCCIP were less than two-thirds of the planned levels, yet actual enrollments were .87 and 1.26 of the planned levels for YETP and YCCIP respectively. Obviously, BOS had less trouble finding enrollees for its programs than it did in spending what it had originally planned for either program. This experience, generally, was repeated in the other jurisdictions.

In Waterbury the level of expenditures was between 80-90 percent of that planned. Under YETP Waterbury s enrollments were about 95 percent of the planned levels and for the small YCCIP program, actual enrollments exceeded the planned level (25 vs. 23).

with % distributions in parentheses

Prime Sponsor		Classroom Training	OJT	Work Experience	Vocational Explor.(Pvt.Sec	Career Awareness	Other uses of occupat. info.	Other.		Classroom Training	OJT	Work Experience	Vocational Explor.(PvtSec)	Career Awareness	Other uses of occup. info.	Other	
WATERBURY	YCCIP			25 (100)					25			(100)					$ 51,000
	YETP	114 (67)		25 (15)		31 (18)			170	(25)		(31)		(44)			$ 231,000
HARTFORD	YCCIP			85 (100)					85			100%					$ 249,000
	YETP			558 (100)					558			100%					$ 749,000
BOS	YCCIP			318 (100)					318			(100)					$ 458,000
	YETP	36 (2)	0	777 (53)		328 (22)		335 (23)	1476	(3)		(62)		(17)		(18)	$1,945,000
	YCCIP																
	YETP																
	YCCIP																
	YETP																

umbers with % distributi in parentheses rime ponsor		CUM TOTAL FY 78 (as of 9/30/78	Male	Female	∠ 18	White	Nonwhite	Econ. Disad.	H.S. Dropouts	H.S. Graduat	H.S. Students	Unemployed	Underemp.	Other	Vet	AFDC/PA	Ex-Off.	Handicapped	Drug Off.	Other
WATERBURY	YCCIP	25	14 (56)	11 (44)	13 (52)	20 (80)	5 (20)	25 (100)	25			20 (80)		5 (20)	1 (4 -	13 52 -	1 4)			
	YETP	170	88 (52)	82 (48)	115 (68)	73 (43)	97 (57)	170 (100)	51 (30-	3 2	116 -68)	109 (64)		61 (36)		80 (47 -	3 2 -	17 10)		
HARTFORD	YCCIP	85	68 (80)	17 (20)	69 (81)	33 (40)	52 (60)	85 (100)	76 (89)	7 (8)	2 (3)	85 (100)				24 (28)				
	YETP	558	262 (47)	296 (53)	558 (100)	304 (54)	254 (46)	496 (90)			558 (100)	508 (91)	41 (7)	9 (2)		195 (35)	1 (0)			
BOS	YCCIP	318	226 (71)	92 (29)	193 (61)	241 (76)	77 (24)	172 (55)	174 (55)	29 (9)	115 (36)	242 (76)	5 (2)	71 (22)	5 (2)	47 (15)	15 (5)	5 (2)		
	YETP	1476	670 (45)	806 (55)	791 (54)	1136 (77)	340 (23)	1222 (83)	646 (44)	201 (13)	629 (43)	812 (55)	31 (2)	633 (43)	22 (2)	350 (24)	99 (7)	42 (3)		
	YCCIP																			
	YETP																			
	YCCIP																			
	YETP																			

In Hartford as with the other two prime sponsors enrollments represented a higher ratio of actual to planned than did expenditures. Under YCCIP only 85 percent of authorized funds were spent while actual enrollments were 125 percent of planned levels. For the YETP programs actual enrollments were 120 percent of planned levels while actual expenditures were below 60 percent of the planned figures.

In each of the cases for prime sponsors (and for most of the program operators) they experienced turnover rates that were higher than anticipated. With high rates of termination and with a readily available pool of youth to move into vacant slots, this finding that actual enrollments outpaced expenditures, relative to planned levels,is hardly surprising.

Turning specifically now to the experience of BOS, there is not much difference in the ratio of actual-to-planned enrollments for males (.89) and females (.84) under YETP. In YCCIP, however, there appears to have been some unanticipated female participation. This is not explained by a more rapid turnover of females in YCCIP, for the ratio of terminations-to-enrollments for YCCIP males and females are .87 and .68, respectively.

The ratio of actual-to-planned enrollments is higher for whites than for nonwhites in both programs in BOS. The disparity is particularly large for YCCIP, where several operators have indicated some difficulty in attracting minorities. This must be at least partially attributable to the nonurban settings of some of the YCCIP projects.

In YETP-BOS, where income restrictions prevail, the actual proportion of total participants who are economically disadvantaged is .83, virtually the same as the planned proportion, .84. In YCCIP-BOS, however, where there are no specific income restrictions, the actual proportion of disadvantaged, .54, is lower than planned, .65. It may be that the previously mentioned difficulties with turnover and attracting minorities in YCCIP resulted in somewhat "less disadvantaged" youth being drawn into the program. Still, there seems to be little evidence that YCCIP programs have departed from their primary objective of serving "at risk" youth.

With regard to other significant segments in BOS both programs seem to have had moderate to good success (in relation to plans) in serving previous offenders. Although planned figures for AFDC/PA recipients were not available, actual figures show that significant proportions of total participants fall into this category (.24 for YETP and .15 for YCCIP). Actual services provided to handicapped persons and veterans fall significantly short of plans in both programs. Veterans have been dropped as a target group for FY 79.

A closer inspection of data pertaining to terminations and entry into employment provides a clearer picture of this problem in BOS. Note that the actual-to-planned ratios for YCCIP participants entering employment (.76) and for other positive terminations (.55) are relatively low, while the actual-to-planned ratio for nonpositive terminations (2.84) is quite large. This pattern is not so apparent in YETP, where the comparable figures are .56, .97, and .84, respectively. YETP, not surprisingly, does seem to have high turnover rates among 14-15 year-olds. In BOS YETP exhibits a lower ratio of terminations-to-enrollments, a slightly higher ratio of employment entry-to-terminations, and a much lower ratio of nonpositive terminations-to-total terminations than does YCCIP.

As noted supra actual enrollments exceeded planned levels by about 20-25 percent in Hartford. Under YETP, overenrollments occurred for minorities (172%), economically disadvantaged (118%), and Hispanics (275%). Only the handicapped were underenrolled (55%). Under YCCIP, overenrollments were also the greatest for Hispanics (172%), but were high for out-of-school youths (122%), minorities (120%), economically disadvantaged (175%), and school dropouts (112%).

Actual terminations under YETP in Hartford were 143% of planned terminations, and under YCCIP were 165% of planned terminations for the year. Under YETP about one-third of White youths were terminated (25% of those terminations subsequently entered the labor force) and about one-fourth of Black youths were terminated (with about 28% of those terminations subsequently entering the labor force). The plan called for about 45% of those terminated to enter the labor force. Under YCCIP a little more than two-thirds of White youths and just two-thirds of the Black youths were terminated. Three of the 20 White youths terminated entered employment; none of the 36 Black youths found employment by the end of the fiscal year. The plan called for a little less than 25% of those terminated to enter the labor force.

In summary both programs in Hartford had higher termination rates and lower subsequent employment rates than were planned.

In Waterbury all but one of the programs were very small and may have accounted for the relative ability of that prime sponsor to meet many of its plans. In YCCIP the ratios of actual to planned enrollments of blacks, females and Spanish youth were all close to unity. "Non-positive terminations" were particularly high in the 2 programs for out-of-school youth. Out of the 170 youth enrolled in Waterbury's YETP only 2 entered employment after the programs, compared to 15 planned.

In summary, the prime sponsors were working in areas where they had relatively limited experience. Moreover, the serious problems in the planning process described in our first 2 interim reports meant that there was every reason to expect major disparities between planned and actual performance. The delayed start of the programs further complicated matters for the prime sponsors. To the extent that their experience in the first year is reflected in planning for the second, they can each anticipate especially high rates of turnover from the out-of-school youth and relatively limited success there when assessed against the usual criteria of stable employment, high earnings and/or return to school.

1B. Quality of the Data

The basic source of most data on YEDPA is the program operator. For that reason the quality of the data can vary considerably, not only across prime sponsors but by projects as well. In general, the data gathering is seen as a necessary evil imposed by someone up-the-line. As such, the effort to gather them seems to be done grudgingly at all levels.

For Waterbury and BOS the data are probably reasonably accurate. In Waterbury both a project monitor and a management information specialist seek to verify monthly the data received. The programs are small enough that CETA staff often seem to know the names of youth in the program and can identify data on a personal basis, e.g. John Smith graduated and found employment with Waterbury Tool Co. A recent change in CETA staff has brought in a new monitor who appears to be quite serious about maintaining good data. Yet, in the data supplied to us (and previously to Boston) some inconsistencies were found and were subsequently changed.

The BOS is obviously well removed from the various projects it supports. Yet, project operators are subject to having their records spot-checked during periodic visits by the monitor. As such, we believe these data are also quite good. And if openness is an indicator of the confidence that prime sponsors have in their data both Waterbury and BOS have always been absolutely prompt and complete in providing any data we requested of them.

Needless to say the situation in Hartford has been different. As reported previously the data system has been a problem here from the outset. More significantly, the substantial changes and turnover in personnel leave one with the view that the store is left untended. The absence of close monitoring means that the project operators have limited direction or guidance in dealing with requests for data. However, the extraordinarily tense situation in Hartford is such that operators of programs could be expected to maintain good records and to provide scrupulously documented data. Given the variety of auditors and law enforcement agencies that are examining CMP and some of their contractors at the present time one can have considerable confidence in the recent data (at least) coming from Hartford.

Thus far we have referred simply to program data, those that arise out of the projects directly. A second issue of quality pertains to planning data, those that are used by the prime sponsors to plan and to justify programs to the Regional Office. These can be divided into two types, internally and externally generated. Examples of the former are the targets that must be provided when the Regional Office prepares to provide funds for programs. These targets are frequently only wild guesses, particularly when a program (such as YEDPA in 1977-78) is a new one and the prime sponsors have little or no experience or benchmark from which to operate.

The externally generated data refer to those such as universe of need, unemployment rates, school dropouts, etc. Several issues need to be noted here. First, since the prime sponsors see requests for these data as essential elements in their proposals for funds, but of little or no programmatic value they have little incentive not to pass along someone else's data to DOL, regardless of its quality. Thus, for example, data from the 1970 Decennial

Census are being supplied because no other are available, despite their being very stale. Data supplied by state agencies are also frequently cited despite problems of quality and timeliness. Another problem occurs for BOS since many governmental data are limited as to availability to SMSA's or urban areas.

It needs to be reiterated that we know of no attempts to deliberately mislead the Regional Office Instead, data requests from there are routinely honored with the best available data for the purpose of satisfying the source of funds. Some of these data, however, do not warrant serious or nonsuperficial attention. Yet the prime sponsors, often sensing that Boston knows that these data only faintly resemble accurate statistics, play the game.

1C. Other Data Issues

One indicator we believed of the degree to which prime sponsors took seriously the issue of knowledge development is the extent--quantitatively and qualitatively--of data collection beyond that mandated by DOL. Clearly, some of these required data will be of interest to the prime sponsors but we sought to find how much additional data, either for evaluation or management information, are being collected. The picture was somewhat mixed.

The Hartford agency appears to collect nothing beyond that which is required by DOL. That effort appears to be burdensome enough for CMP and is not surprising. Waterbury attempted to develop some "soft" data on participant conduct, work attitudes and habits, and academic performance. Some problems were encountered, particularly as the prime sponsor received inadequate cooperation from the schools. At first, some of this was seen in the schools as a needless burden for them. Moreover, internal CETA staff problems--now apparently ended-undermined the effort. As such, a new effort will be undertaken this year to gather such kinds of data. Further, the development of the questionnaires is a task that has been given to the Youth Council.

In BOS it seems clear that although the prime sponsor and the program operators generally are not inclined to collect non-mandated information they would be willing to collect other data which they perceive to be more relevant to the operation of their programs. For example, one new program operator has expressed this clearly:

> "Acknowledging that there is a legitimate need for financial and social accountability in providing government services, as a new program operator I am concerned about forms upon forms which have no clear relationship to the program we are running nor can this information be used by a local operator to improve services rendered. Hopefully, as the Department of Labor continues its youth employment program, it will involve program operators in the development of forms which are meaningful to all parties, as well as helpful in planning of particular programs." (Youth Adult Council, Westport).

Some of the program operators are carrying out evaluations of themselves, however. In Madison, Ct., for example, Project Learn has retained the services of an educational consulting firm to examine its program.

The whole issue of DOL data needs may have to be reevaluated. We detect not simply the readily predictable strain between prime sponsors and the Regional Office that are generated by poorly understood demands for data. Indeed, we also see relations between program operators and the prime sponsors strained as the latter pass such requests down to the former. Data collection is not a costless venture and with very limited resources (and very low costs for administration), a very direct trade-off occurs involving less time given to program management. Further, where the needs of DOL are not understood and the effort is pro forma, morale must necessarily be jeopardized. While the price of that may not be readily estimated, that does not suggest to us that it is negligible.

2. Experience Thus Far--Qualitative

2A. Prime Sponsor's Adjustments

Each of the three Connecticut prime sponsors encountered problems in dealing with the slow start-up of YEDPA. These difficulties involved both visible and not visible issues. The latter have been described in our earlier reports under the heading of planning, project and program identification and the like. The more visible outcome of the inadequate planning and late start-up is evident by the level of actual expenditures relative to planned expenditures. In Hartford this ratio was 59 percent in YETP and 85 percent for YCCIP. In Waterbury total actual to total planned expenditures was 84 percent and in BOS the ratios were 64 percent and 66 percent for YETP and YCCIP, respectively.

When the prime sponsors were told to limit spending to 73 percent of the budgeted level, the prime sponsors sought to use attrition to provide for this. Apparently, the stop-start spending messages from DOL are not new and the prime sponsors react to these by asking program operators to respond accordingly through changing their intake flows. Attrition rates in the youth programs at least are high enough to allow considerable flexibility in program size—and hence costs. This is also easier to manage when there is an ever-present queue to enter the program. Aside from adjusting the flow of youth, a small number of projects were added midway in the year to absorb the lagged funding. Hartford, for example, used this opportunity to add a horticulture project under YCCIP.

The surplus funds in Hartford have been used to fund programs in October and November until approval is received for the 1979 allotment. If the Regional Office should ultimately not approve the use of these funds, Hartford would have to pay for this directly. This uncertainty, in the midst of the already uncertain environment, serves to heighten tensions in that situation.

2B. The Evolution of Problems

It is not possible to fully describe the horrendous events that have transpired in Hartford since the last interim report. Earlier, we had noted the almost beleaguered position of CMP, the Hartford prime sponsor. Aside from being caught between various highly placed political figures in Hartford, it was held in very low repute by DOL (Boston and Washington), and strife existed between the City and the suburban towns of the consortium. Just prior to YEDPA a new director was brought in to improve CETA's administration. While this unenviable condition persisted the youth programs were somewhat removed from the battle partly because they were quite small and not linked to the older, controversial programs. Even today, after the over-all program has been thoroughly rocked the youth programs continue to operate outside the focus of hostile public attention. Conceivably, that situation may deteriorate at any time but for the present YEDPA is alive if not robust.

The turning point for CETA in Hartford occurred in the late spring when a rapidly changing set of estimates of program deficits became public. This was followed by charges of corruption on the part of some of CMP's contractors, and a break-in at CETA's office to tamper with files. In a community as small and as staid as Hartford the matter took on monumental proportions and was front-page material for weeks. Not surprisingly in the light of previous history, a conflict arose about liability for a roughly $1.5 million deficit between the City of Hartford and the other towns in the consortium. Till now, a large number of questions persist about the source of the deficit but the media attention to the crisis has been somewhat reduced. In the wake of the developments, the Director of CMP was made to resign and shortly, thereafter, the powerful City Manager of Hartford also was forced out. A variety of law enforcement bodies are currently working at CMP offices to unearth evidence of program corruption. A situation of trusteeship essentially prevails for CMP.

The major impact of these developments for the youth programs has been the over-all upheaval for staff. The two individuals who had hands-on responsibility for YETP and YCCIP have been moved from their positions. There is a decided lack of continuity and the situation is clearly a poor one.

Not surprisingly then, other Hartford problems noted in earlier reports have not been solved. For example, we reported a number of difficulties involving the Hartford Area Manpower Planning Council (HAMPC) and the Youth Planning Council in the planning process. These matters deteriorated over the summer and early fall and questions were raised concerning the legitimacy of HAMPC. Had the term of the HAMPC members expired? Within this past month the entire group has been dissolved and has been wholly reconstituted. Appointments have largely emanated from Hartford City Hall. The Mayor, who had been the Chairman, is no longer a member of the Committee. The Youth Planning Council has also been reconstituted. Neither group has yet been fully appointed

Another problem cited previously was the development (or lack of it) of a new management information system. The system is still not operational and the Title III reporting requirements are given as one of the causes. Till now CMP has not had an experienced computer programmer on its staff. Such a person has now been recruited.

In earlier reports we noted also the difficulties in implementing the suburban component of YETP. The program operator (Capital Region Education Council - (CREC) had found it difficult to reach out easily to students, working through 24 separate school boards. The town officials in turn are discouraged about all the paperwork involved with placing so few students in the program. One town official who voiced this complaint had only 6 students from his jurisdiction in YETP. These problems largely remain.

By contrast the much more compact and less populous Waterbury CETA encountered relatively few problems operationally, aside from a single troublesome project with high turnover. That problem was never resolved but the operation in question has been closed and not refunded.

Some common problems identified for each of the prime sponsors in our earlier reports included the lack of effective participation on the Youth Councils, slow or little progress in arranging and granting academic credit, and considerable confusion regarding the meaning and intent of "knowledge development". Each of the Youth Councils is to be reconstituted or restructured (see infra). Some progress is being made on the matter of academic credit. Moreover, the State Board of Education has recently established a unit to determine statewide standards for the granting of academic credit in work experience programs. Confusion over the meaning of "knowledge development" persists and this is most easily observed by reading some of the program operators' annual reports in regard to this issue.

Some concerns by program operators in BOS about the wage incentives for youth have led to the adoption of a more flexible wage policy by the prime sponsor in 1979. Other problems have emerged which were not so apparent in early phases of the program. As the pool of potential jobsites has been depleted, operators in BOS and elsewhere have become more vocal about the nonprofit sector restriction. A revision of policy in this area, though, is obviously beyond the control of the prime sponsor. Strained relations between the DOL regional office and the BOS, and CBO dissatisfaction with the Employment Security Division's certification and referral procedures, are also problems which were not so evident before.

2C1. The Evolving Role of the Program Operators

The first year of operating YEDPA has been important in educating all participants in it. The prime sponsors had very little knowledge of the problems involved with running youth programs and many of the program operators were also quite inexperienced. While many of the latter previously had run manpower or human resource projects that might have included some youth (at least some older ones) few had ever dealt with them exclusively. Other operators of programs found the experience of being a CETA contractor a novel one and needed time to learn the ways of the prime sponsor and DOL. Very few found themselves in the position of the Hartford public school system which simply operated its YETP project as it had an earlier program whose funding had run out. Generally, most operators found their experience to be edifying and many are confident that this will allow them to do better in FY 1979 (where programs are to be continued). In one sense--if they are correct--there is a very significant message here for DOL. By whatever criteria YETP and YCCIP will be evaluated, operators believe that the outcomes will be significantly improved in the coming year.

One of the lessons that seems to come through loudly is the difficulty of working with these youth and the serious magnitude of their problems. Particularly for the out-of-school youth, very large doses of counseling and supervision are needed. A number of program operators, especially ones who had not previously serviced youth, were surprised by the range and severity of problems which many of their clients brought to the program.

> "Although many of our goals were obtained, we were surprised at the great amount of needs and services the youngsters required to be properly prepared for work and good work attitudes." (Human Resource Development Agency, Naugatuck).

Operators have responded to this broad range of needs by initiating programs aimed at helping entering clients "...to attain some of the basic life skills needed for day-to-day existence." (Windham Area Community Action Program, Danielson). These activities include workshops on personal finances, first aid, birth control, personal hygiene, and access to low-income health care services. While many of these presentations and discussions were conducted in-house or with the assistance of other nonprofit community agencies, there were some instances of private sector involvement. For the clients of one program, for example, the Southern New England Telephone Company administered a workshop on the use of telephone equipment.

A number of operators have also indicated the need for more thorough assessment of acquired skills, aptitudes, and attitudes at the time of entry. Negative self-images and poor work attitudes seem to be prevalent problems and have evoked a variety of responses ranging from individual psychological counseling services (usually donated) to a 30-hour course entitled "Adventures in Attitudes" (Work Experience Program, Meriden).[5] With regard to the latter effort, the operator reports that "...the records show a great improvement in work attendance, interest in acquiring new skills and development of positive attitudes about employment, goals and life in general." If the DOL concentrates too narrowly on the work experience needs of these youth the programs cannot hope to succeed for many of the participants. These program operators appear to be saying that if the services are geared exclusively to work, income or return-to-school outcomes, and the programs are evaluated accordingly, DOL will not be meeting the real needs for many youth and will likely underestimate the value of these projects. Instead, considerable attention through close personal contact must be given to changing attitudes, perceptions, feelings of self worth and the like. Perhaps this conviction was strongly held by some program operators prior to YEDPA but we sense that others have acquired it--or had it reinforced--during the past year. Again, this view emerges particularly where the youth involved were those that were highly alienated and may have come from backgrounds which included criminal behavior, learning handicaps, abusive parents, etc. Many of these were concentrated in the out-of-school programs.

For one prime sponsor, Hartford, any learning by program operators over the first year has been critical. Given the past dependence by CMP on "oral history", and the reality of almost total personnel turnover in the youth area recently, combined with the recent appointment of the third "Fed Rep" in 6 months, continuity and experience must come from the program operators. Additionally, as noted earlier little or no history can be provided by the newly constituted planning councils there.

An important piece of evidence that there was learning by program operators is the change in program plans for the year ahead. For example, an LEA in Waterbury operated a program during 1977-78 that involved little more than paying some students to "help out" after school. The second year program by contrast, will involve similar youth in significant skill training in the communications arts, e.g., writing, printing, photography, office skills, etc. These students will help to develop a community newspaper.

Some program operators developed a better awareness of how to deal with public agencies. Thus, while a number reported problems working with the Connecticut State Employment Security Division, a number also reported that they now feel more equipped to deal with ESD, and the whole intake process.

One program operator was described to us by CETA staff during the year as intransigent. (This conformed to the views expressed to us by participants in the program.) This program operator was discouraged from seeking a second YETP contract and will not be involved in the 1979 program. In this case, there was no learning, except perhaps by the prime sponsor.

2C2. Common Problems for Program Operators

A number of problems that face a number of program operators have become evident. They are almost certainly not unique to Connecticut.

a. Certification and referral

Each of the three prime sponsors utilizes the State Employment Security Division to certify applicant eligibility. ESD is also a source of client referrals. Among local operators there appears to be some dissatisfaction with this process.

> "Difficulty with certification process through the Employment Service presented problems due to information which was often incomplete and inaccurate. In addition, there was a lack of response to recruitment efforts of the program. Statistics from the Labor Department indicated a large number of youth who were registered with the Employment Service and eligible for the program. However, many of these individuals were never referred by the Employment Service to the program." (Youth Career Development Program, Cromwell).

Where ESD did make referrals, they were not always found to be the most needy.

> "Some Employment Service referrals were considered inappropriate due to the fact that they failed to identify those with the greatest needs, and priorities were therefore given to those who met the projected goals of this program; however, all were accommodated." (Spanish Learning Center, Danbury).

Other operators found ESD certification to be a hazardous process.

> "Many of the applicants we referred never returned to us because of the 'run around' encountered there. If we could certify, the program would be more successful." (Southbury Training School, Southbury).

This call for direct certification is echoed by another operator.

> "Difficulties in recruitment and certification process could be overcome by a more careful evaluation of individuals at the Employment Service or more preferably by allowing individual programs to handle the process itself." (Youth Career Development Program, Cromwell).

b. Selection criteria

In addition to dissatisfaction with the certification process, there is some concern about the relevance of the income restrictions, particularly in YETP programs.

> "CETA eligibility requirements based on family income should be eliminated or raised substantially in order that all youth who could benefit from the program be served. Eligibility criteria for YCCIP which encourages preference to economically disadvantaged but imposes no income requirements should be applied to YETP programs as well." (Youth Career Development Program, Cromwell).

One of the LEAs engaged in providing career employment experiences and transition services notes that:

> "There are students whose family income is greater than the 85% income level but who are in need of employability skill development to a far greater degree than some students whose families meet the economic guidelines." (Project LEARN, Madison).

Even in YCCIP programs, where there are no specific income limitations, the required collection of family income information presents problems for the operator.

> "A case in point is the difficulty of securing required family income information when students are living in single parent family environments which are often strained, if not volatile. As you know, the mandated request for this income information seems at times incongruous with an employment program which has no income eligibility requirement. We understand that students who come from disadvantaged family situations should be given first opportunity to participate in this program and indeed, they are and will continue to be. However, we find that at times it is impossible to secure this information from precisely the students who need to be employed because of their home situation." (Youth Adult Council, Westport).

An outside observer of the Westport YCCIP program describes the problem in even greater detail.

> "Some of the problems Bill pointed out seem to be almost inevitable, and perhaps exacerbated when a small, individualized program deals with the bureaucracy. He felt that DOL's forms, especially for intake, presented problems, and took a disproportionate amount of time—for him and for the high school staff, especially since this program had at the outset identified its target group as 'at risk' students, rather than the economically disadvantaged. It is close to impossible to obtain figures on family income from many of the young people's families, since they come from broken homes and/or unstable family settings. In some cases, repeated attempts to contact a parent produce no result; in others, the parent in a single-parent home cannot provide data on the other parent's financial status, or, in some cases, even his/her whereabouts. As an example of still another kind of problem, there is the father who holds a responsible job with a large corporation, who refused to fill out the form, which he considered an invasion of privacy. His son would clearly not qualify under the income guidelines, but there can be no question as to his need for this program as a potential high school dropout and an 'at risk' youth...The boy has been in trouble at school--as to his studies and behavior, was recently the driver of a car involved in a serious accident. (He was 'stoned' at the time.) According to Bill, the state DOL takes the position that this student should be 'terminated' because the income form does not comply, even though it seems evident that the program is providing the only success experience (perhaps 'non-failure experience' would be enough of a description) he has. Bill suggests that DOL is asking CBO's (Community-Based Organizations) to target a population (i.e., 'at risk youth') they (the DOL) don't know very much about, and therefore rely on criteria which are frequently irrelevant. Another boy in the program was recently arrested for grand larceny; his father is 'a successful, upper-income person.' Bill asks, 'Does

> that mean he's not needy?' He estimates that the intake form comprised a problem for about one-third of the program participants; the legalistic language and nature of the prescribed intake interview was difficult for them to understand, and in addition the information needed was hard to obtain." (Joan Schine, Program Associate of the National Commission on Resources for Youth).

c. Public/non-profit restriction

One of the most common complaints registered by program operators involves the restriction of job slots to public and private non-profit agencies.

> "The problem of meaningful work experience and training must be addressed by program operators and by those who make the rules. It would be the proposal of this program and its participants to allow enrollees to enter into the private sector where necessary. A much greater variety and certainly many more opportunities for training are available." (Vocational Opportunity and Development for Youth, Clinton).

Some operators point to the difficulty of establishing career ladders in the non-profit sector.

> "The program involved career ladders, but on a limited basis; limited because we can only place our trainees in non-profit agencies and many of these agencies do not have the capital to hire additional help." (OIC, New London).

Others point to supervision problems in such agencies.

> "Supervision of participants at work sites was at times insufficient. Due to the fact that participants were placed at non-profit agencies which are often understaffed, time afforded for supervision was often minimal." (Youth Career Development Program, Cromwell).

An interesting summary of this general problem is provided by one YCCIP operator.

> "The intrinsic problem with work experience programs is that employment opportunities offered by them are considered to be distinct from employment in the private sector by participants as well as by program designers. Youth did not develop a commitment to the job and therefore demonstrated poor work habits. Particularly in YCCIP projects, skills developed are not readily transferable to any private sector occupation. Most individuals placed by program staff were placed in industries in which either very little skills were required or they were required to learn a new skill. Work experience projects should be designed carefully by program operators to resemble the private sector to ensure development of appropriate marketable skills and in order that youth experience as much as possible the realities and responsibilities of the everyday working world. (Park Development and Maintenance Program, Cromwell).

A staff person in a Waterbury program said about the more general question of worksites "CETA seems too sensitive to participants, and not to care about worksites. This sort of program can't work without good worksites and you have to be considerate of them."

d. Transportation

A number of program operators in the state serve large geographical areas. Transportation of clients, as well as staff, often presents problems. Minibus services provided by state or local agencies, carpools, leased vans, etc., have been used, but in some areas potential clients who have no private means of transportation go unserved or face a very limited range of employment experience alternatives. The problem is most severe outside of the largest urban centers where some form of public transportation is usually available.

e. Need for more supervision and administration

In a variety of ways, a number of operators have indicated that there is a need to augment youth program funds currently available for supervision of clients and for program administration. One YCCIP operator notes that:

> "...the funding ratio of administrative and supervisory costs to client costs often prevented the program from hiring more qualified staff, better trained supervisors, and better equipment and materials. These factors often made the program a less meaningful employment experience for youth." (Park Development and Maintenance Program, Cromwell).

This same program was able to supplement its supervisory staff with a contribution of one town employee's time, but this proved to be an unsatisfactory arrangement.

> "The situation in which two supervisors, one hired by the program, the other provided as an in-kind contribution from the town, were utilized was less than ideal. When other projects demanded more and more of the time of the town-provided supervisor until he became no longer available to the program, the ratio of one supervisor to 15 participants made program operations difficult. Volunteers from the town did alleviate some of these problems, but youth could not receive the individualized attention from which they could have benefitted greatly."

These problems are stimulating some resource shifts which may not be completely desirable. In FY 79, this particular operator "...will work with in-school rather than out-of-school youth who appear to require more individual attention and supervision than a group project setting can provide."

Supervision is not always a matter of discipline or imparting technical skills. Because of the lack of self-confidence of many of the program participants, adult supervision is often needed more for reassurance than for authority.

Budgets containing inadequate provisions for administrative and supervisory costs sometimes result from efforts to satisfy perceived legislative intent. An outside observer describes her conversation with a local "grantsman" who was responsible for drafting the proposal for a YCCIP program.

> "At the outset, and throughout our interview, Betty echoed the feeling I had already gotten from the other adults that the lack of an administrator (or supervisor) specifically assigned to the YEDPA program was a real drawback. However, she did indicate that in writing the proposal she had knowingly omitted seeking funds for such a role 'in order to put all the money where Congress wants to see it go--in salary and fringes.' She now speculates that 'perhaps we could have gotten the money for an administrator to begin with.'" (Comments on Westport YCCIP project by Joan Schine, Program Associate of the National Commission on Resources for Youth, 5/12/78).

In addition to affecting the quality of the programs offered, efforts to keep local overhead abnormally low may well stack the deck against smaller and newer program operators. One established operator made an interesting observation which is pertinent. He noted that prime sponsors and the DOL often frown upon operators who establish local "empires" in the administration of a wide range of service programs;yet without such scale economies he and many other experienced operators would find low-overhead programs like YEDPA difficult to operate. He wondered how smaller programs could possibly provide the range of services required by YEDPA clients.

Keeping overhead ratios unusually low, so as to serve the maximum number of youth, may not only dilute the quality of services rendered, but may also serve to discourage the "entry" of new and innovative operators. This presents an obvious conflict between various YEDPA goals. It may also serve as a subtle signal to operators that spending dollars matters more than providing quality programs to DOL.

As a partial response to the problem of inadequate worksite supervision, prime sponsor plans for FY 79 call for an increased commitment to OJT. It is hoped that this approach will not only improve the quality of the work experience, but will stimulate the transition to unsubsidized employment.

2D. Systematic Differences in Performance

The YEDPA amendments to CETA urged prime sponsors to give special consideration to CBO's. In the absence of a thorough outcome evaluation it is perilous to generalize about the relative skills of CBO's, LEA's, municipal entities, national organizations and the like. Nevertheless, a few things are apparent about each. The LEA's appear to have a definite advantage in attempting to operate programs that confer academic credit. Secondly, LEA's typically, but not all CBO's, have the apparatus in place to deal with the overhead needed to maintain such a program--particularly given DOL's desire to minimize administrative costs. Third, there appears to be confusion on the part of some program operators as to the meaning of CBO. As such there seems to be some ill-will regarding the interpretation of the intent of Congress in this area.

2E. Labor Market Conditions

If one uses the unemployment rate as the sole indicator of conditions in the labor market then the situation throughout much of Connecticut is apparently better than in the rest of the country. While the state's rate of unemployment was several points higher than the national mark during the recent recession, the former fell below the latter during the recovery. In September, 1978 the unemployment rate for Connecticut was 4.3 percent. We are skeptical about the meaning of the state unemployment rate for several reasons--suffice it to observe that the growth of employment here has not matched the national experience. It may well be that Connecticut's declining unemployment rate derives as much from net out-migration as from growing employment opportunities. The prevailing view in the state is that labor market conditions have strengthened over the past year.

A changing labor market can impact on the youth programs in a variety of ways. There are at least three direct effects. First, a tightening job market could dry up the available supply of potential program applicants.

None of the prime sponsors or program operators have indicated any "problems" of this sort. The queues to enter the programs are sufficiently long so that even if they are shortened, virtually no program operators have difficulty in identifying acceptable applicants.

A second effect of an improving job market could be to lead to more terminations from programs. Thus, for example, a youth might drop out of a project paying only the minimum wage, offering only limited hours of work, and with the certainty of no long-term opportunity to enter other, unsubsidized, employment providing something more attractive on one or more of these scores. Obviously, some of this has occurred for each of the prime sponsors yet we do not detect that this has been a major source of terminations. More significantly, perhaps, we do not hear that the improving employment scene is leading to an increasing flow of terminations.

A third effect, potentially, of an improving job environment is that it leads to more successful outcomes to training and, hence, through feedback effects increases the demand for entry into the programs. Such an effect could even lead to a decline in drop-out rates if trainees find some real value in remaining with a program till it is completed. Since there has been an excess quantity demanded of slots in the program it is hard to observe if the situation has changed over the past year. We have had no information to suggest that improved outcomes have led to a decline in usual turnover rates.

The indirect effects of a reduced rate of unemployment occur as this leads to reduced CETA funding. In particular, some program operators appear to be providing administrative services for YEDPA out of funds they receive under other titles. As these funds are reduced they are not available to provide services to youth working under YEDPA. Further, as public service employment slots are reduced the pool of YEDPA supervisors will be reduced. Both of these effects have occurred to at least one of our prime sponsors (Hartford).

2F. Other Issues Related to Turnover

At least two other issues relating to turnover of YEDPA youth have so far been neglected. One relates to the use of incentives, particularly economic ones, to cut down on wasteful turnover. A second matter that concerned us was whether replacements of dropouts could receive any (adequate) training if they entered a program well after it had begun.

While YEDPA legislation does not preclude wages above the legal minimum, BOS prime sponsor policy for FY 78 was to restrict operators to the payment of the minimum wage. A common complaint among operators there was not that this wage was too low to attract applicants (in fact, many programs had waiting lists), but rather that this uniform wage structure failed to provide necessary incentives. The minimum wage was paid throughout the Waterbury program as well as in Hartford (with the exception of some YCCIP youth doing construction work for $3.50/hr. in Hartford).

In Waterbury, one program operator reported losing some youth to dead-end jobs (dishwashers, etc.), because they could earn more there than in the program. (It ought to be noted that some youth at least appear motivated more by weekly or total earnings than by the hourly rate itself.) The youth in question may have improved themselves economically (marginally at least), but lost the benefits of the various program services that YEDPA provided and that they appeared badly to need—at least according to the program operator. In another situation in Waterbury the problem was that these youth (slow-learners) were placed into jobs alongside adults who were also earning the minimum wage and who resented these youth. Moreover, the problem was exacerbated as these mature workers felt the youth did not carry their own weight and thereby made more work for them.

Yet some program operators strongly believed that a minimum wage limitation--throughout the life of the program--was damaging. To paraphrase one of them, "We try to teach these kids that there are payoffs to positive work attitudes, dependability, initiative, and performance, but within our own program we can't reward them for those things." These sentiments are repeated in a number of the written reports from program operators to the prime sponsor.

> "The area of development of good work habits and attitudes was one which the program had attempted to address. Good work habits were reinforced through opportunities for leadership and tasks with additional responsibility. However, as monetary rewards did not accompany these opportunities, youth become discouraged and lapsed into poor work habits demonstrated by other program participants and dropped out of the program entirely." (Park Development and Maintenance Program, Cromwell).

> "Some sort of use incentive program should be implemented (on an experimental basis) for those who perform well. A reward (whether it be financial or not) should be given. This may increase self esteem, productivity and performance." (Vocational Opportunity and Development for Youth, Clinton).

> "Depending on the level of funding in the future, we should like to institute an incentive plan of wage increases so that clients may experience the relationship between daily work performance and monetary gain." (Thames Valley Council for Community Action, Jewett City).

BOS planners have responded to these concerns by incorporating some wage flexibility in YEDPA plans for FY 79. As part of its knowledge development efforts, BOS will monitor programs which use incentive wage scales and will try to assess the impacts on job performance, work habits, attendance, and retention rates. This information will then be shared with YEDPA operators in the BOS.

Less concern was expressed by program operators about the other issue of turnover. Most program operators felt that the problem of late entry into programs--due to early terminations--was at most a small problem. Clearly, where the program is almost totally a work experience program that places one or two youth at a job site, the problem is minimal. Where a group of students observes a professional at a job site, and the learning occurs in phases, e.g., the building reconstruction project under YCCIP-Hartford, the student will miss some training unless the subject matter is later repeated for another class of trainees. In summary, where program operators are able to give relatively individualized attention to students, persons entering a program late do not lose out. Where the training is provided in a grouped setting, there are obvious difficulties. Given this circumstance, most program operators arrange their training activities accordingly. From the perspective of program operators the real problem created by non-positive terminations is the loss to the youth, and the added paperwork associated with a leaver and a new entrant.

3. The Present Situation

3A. Youth Councils

The condition of the Youth Councils throughout this past year has been a constant. Prime sponsors see them as a necessary condition to satisfy the holders of the purse strings in the Regional Office but as of no other usefulness. The BOS was candid in its annual report to Boston, "Although the Youth Council fulfilled its minimum obligations under the regulations, it did not actively participate in the planning process to the extent originally intended." Due to lack of interest in Youth Council activities or a lack of information about their responsibilities, some members were not easily induced to attend meetings. When they did attend the youth members were typically unprepared for Youth Council business.

Perhaps the lack of apparent interest by the youth members reflects their lack of a direct stake in the program. Possibly, it may be a rational response by them if they perceive their lack of real authority or influence on programs. In any case all parties seem to understand the pro forma nature of the Youth Council except the Regional office, for in rejecting a plan submitted by Hartford they recently wrote:

> The role of your Youth Council in reviewing projects must be a vital part of your Youth programs. This does not appear to be the situation in your program. Our review of the minutes of the Hartford Area Manpower Planning Council (HAMPC)/Youth Planning Council Meeting on August 14, 1978 showed the following:
>
> a. Only three HAMPC members were present out of a total of 17 members appointed. This number could not be considered a quorum and we do not consider the results of this meeting to be valid grounds for determining your program's content and direction.
>
> b. None of the members specifically composing the Youth Planning Council membership were present.
>
> c. Of those members present, no one was a CETA eligible youth.
>
> (Letter 9/24/78)

In Hartford both the Planning Council and the Youth Council are being reconstituted. In Waterbury the Youth Council is becoming a subcommittee of the larger CETA Council. It will consist of 4 persons none of whom were on the previous Youth Council. An effort is being made to spur their interest by having them design the questionnaires that will survey program operators, participants and others about their reactions to the program. For BOS a new Youth Council is being formed.

3B. The Role of LEA's and the Granting of Academic Credit

While the relationship between the prime sponsors and the schools was quite mixed during YEDPA's first year there was a common situation regarding the issuing of academic credit for work experience. In Hartford, all of YETP (and thus the vast bulk of YEDPA) operated through LEA's. Indeed, there were only two YETP projects (for the City of Hartford and for the other towns in the consortium) and both contracts were held by LEA's. The delay in starting up the programs caused the question of academic credit to slip by but that will likely be dealt with in the current year. Indeed, Hartford sought to have its current year YETP simply continue last year's program but the Regional Office has so far rejected this on the grounds that CBO's are not being given the special consideration that the statute requires. Thus, there is no plan presently, but if the prime sponsor's original version were to have been accepted, academic credit would have been granted through both LEA's.

In the BOS it is important to distinguish between the LEAs who receive YETP funds (the State's six Regional Education Service Centers) and the educational establishment (particularly high schools). Relations between these two groups and between each group and local program operators seem to vary widely across the BOS. One YEDPA operator claims that:

> Although educational institutions were contacted to assure that services were delivered to those most in need (drop-outs) little or no cooperation was obtained. (Vocational Opportunity and Development for Youth, Clinton).

At the other extreme, a YETP operator in Cromwell describes the local high school's role in planning the program as "instrumental." Another operator seems most grateful for the assistance of a few educators, but suggests that broader linkages still need to be established.

> Better coordination should be made between student's academic programs and their work experiences, particularly if they are receiving academic credit. Again it is strongly felt that teachers and administrators should be encouraged to have frequent worksite visits which would result in not only better coordination between academic programs and work projects, but also would be a real source of affirmation for the students. Our strongest link in the 1978 program with the school was with a work study counselor and a headmaster. Their support was invaluable in that it led to acceptance of the program at the high school and helped municipal supervisors to provide support services to students in severe need. (Youth Adult Council, Westport).

Because of the potential competition in attracting clients and developing worksites, relations between LEAs (i.e., the six Regional Educational Service Centers) and other YEDPA operators is a more sensitive issue, and historically these relations have not been very good. Problems remain, as evidenced by the following comment from OIC New Britain.

> "Improvement is needed between the YETP Out of School Component, which is operated by OIC NB, and the In School Component, which is coordinated through the Capitol Region Education Council (CREC) for The Balance of State Prime Sponsor."

On the other hand, there is some encouraging evidence that in some areas the cooperation between LEAs, local schools, and other YEDPA operators is improving.

> In general, my understanding to date about relationships and procedures which have been established with school counseling staff [is that they] are moving from a position of lukewarm acceptance to more positive and direct involvement. However, in many specific instances there is a high degree of cooperation even where YETP programs and local school CWE [Career Work

> Experience] programs are being conducted. In other instances, local school counseling staffs are still somewhat resistant. Only one school in the twenty-two (22) high schools to be served has not elected to participate in LEARN's YETP Program. (Project LEARN, Madison/East Lyme).

Another one of the six LEAs describes the improvement in relations with other CETA operators.

> Local agencies assisted the ACES staff, but only after it became evident that we could mutually benefit from the involvement with each other. Local CETA agencies initially felt we were competitively seeking to take job sites and placements from their agencies. After some confrontation and dialogue, all of us realized that our educational focus could be an asset to kids working and placing kids was an area in which local CETA people had expertise. (Area Cooperative Education Services, New Haven).

In the BOS there was also a problem in getting academic credit into place for programs last year. The prime sponsor's annual report made this quite clear:

> The granting of academic credit for work experience is seen as valuable to participants and is considered an excellent way of guaranteeing higher quality work experiences. Unfortunately, FY 78's plans for establishing procedures for granting academic credit were not as successful as anticipated. Only one program operator considered achievements in this area satisfactory during FY 78. Westport Youth Adult Council established procedures for granting credit and arranged for school staff members to regularly visit the participants at their worksites. Their FY 79 plan anticipates increased contact between school staff, YCCIP staff members and participants.

> Program operators who were disappointed with achievements in the area of academic credit attributed their lack of success to their failure to have arrangements for the granting of credit in place prior to the onset of the FY 78 program. This has been rectified for FY 79.
>
> A number of program operators had planned to involve work experience participants in educational components designed to prepare them for GED or courses which would give them credits towards a high school diploma. Motivation was however a problem and the development of successful motivational techniques will be a concern of FY 79 program operators.

Even programs designed to encourage acquisition of a General Equivalency Diploma (GED) have been slow to produce results.

> "The component that provides assistance for participants to acquire their equivalency diploma has met with some problems. The real individual need for a diploma and the motivation for the acquisition of the diploma seems to have been overestimated by us. While we have provided the opportunity to all who qualify, only a portion have taken advantage and as of this date two have passed. Four more are scheduled to take the test in October." (OIC, New Britain).

A basic problem in YEDPA's first year was the limit imposed by the planning cycle. Things now have improved. Many of the FY 79 operators have entered the present academic year with agreements in place. Moreover, some have more experience in dealing with the motivational problems cited above.

In Waterbury there was only a single credit granting program last year and its importance may have been minimal. As reported in an earlier report, this involved giving high school dropouts some training in art at a local community college. Since these students lacked high school diplomas, possible college level credit was of little use to them. As in Hartford and BOS there was no time to develop credit programs last year. This year, a Board of Education YETP will provide credit. It was no simple matter to push this through in Waterbury but it became practical when career education personnel were added to the program in addition to the usual counseling staff. This apparently has assured the granting authority that the necessary quality controls would exist in the program.

In a number of instances we have heard that local school officials (teaching staff and administrators) have been cool to YEDPA. In an earlier report we noted that part of this stemmed from an enlarged work load without the needed incentives. Each of the prime sponsors seems hopeful that cooperation can improve this year. Several have suggested that YEDPA was too new last year to be taken seriously. While it may not have become institutionalized in the meantime, it is gaining increasing recognition as an ongoing program.

We have heard no suggestions from within any of the areas examined that YEDPA is encouraging school leaving. If this is a problem in some jurisdictions it does not appear to be a problem in Connecticut.

3C. Links to SPEDY

Each of the prime sponsors handled their SPEDY programs somewhat differently, at least as it was linked to the operation of either YCCIP or YETP.

There appear, however, to have been few problems over-all in administering the summer program and the prime sponsors seem to handle it with familiarity and some ease. None of the prime sponsors or the program operators at least see the SPEDY program as being a substitute for the new youth programs. Its goal is perceived as a simple one--to keep youth off the streets in the summer and to provide them with some spending money.

In the City of Hartford SPEDY is not as well integrated with Title III programs as it is in the rest of the consortium. In the suburbs the youths involved in YETP in the spring of 1978 were switched over to SPEDY for the summer, then switched back to YETP in the fall. To a large extent these youth in the suburbs did the same sorts of things under SPEDY (except, of course, for the academic component) that they did under YETP; both suburban programs are run by the same program operator, CREC. On some suburban job sites the support services were the same for SPEDY and YETP. Under YETP worksite and training represented about 32% of the cost of the program; under YCCIP training and services were 30% of the cost of the program; and under SPEDY training and services were about 8% of the cost of the program.

With the urban component there were no planned linkages between SPEDY and YCCIP. Because there was a definite cycle to the training under YCCIP, there were no plans to take on SPEDY participants. It was possible, however, to go from YCCIP to SPEDY.

Both YETP and SPEDY pay the minimum wage in the urban and the suburban component. Support services in the suburban component were similar under both programs since the youths switched from YETP to SPEDY for the summer. Support services for SPEDY in the City component were less extensive than under YETP or YCCIP. YCCIP wages were above the minimum level, so that there was little incentive for enrollees to switch from YCCIP to SPEDY.

For the Hartford consortium, enrollments and spending were about 93 percent of planned levels. Generally, the program appears to have operated well this past summer.

The SPEDY program appears to have been successful in Waterbury also. The largest single program operator under YEDPA (NOW) administered the entire SPEDY program in Waterbury creating some obvious linkages. About 890 youth enrolled in the summer program.

Participants were allowed to work for up to 25 hours a week in the summer program and all were paid at the minimum wage. Since Waterbury's out-of-school programs allowed up to 30 hours per week of work there was no incentive for these youth to switch to SPEDY. Since two of the in-school YEDPA programs involved students with special problems only a very few of these switched to SPEDY. Where they did switch their incentive to move came from the opportunity to work longer hours. Well over one-half of those in the NOW in-school program did switch to SPEDY, also operated by NOW.

Most of the youth in SPEDY worked in maintenance or child care positions at local playgrounds or day camps. There were only a few jobs provided aside from these so that the quality of work was on par with or slightly below those in YEDPA. The SPEDY program in Waterbury is designed in at least two ways to encourage high school completion. First, the program begins with an orientation session that stresses the value of a high school education. Secondly, the jobs to which the enrollees were exposed (but not the ones they held) all required having earned a high school diploma. A problem for the program operator occurred at the summer's end when many of the youth in SPEDY sought to transfer to the far smaller number of slots available in YETP.

SPEDY programs served 5737 youth in the BOS during the summer of 1978. This was about 96% of the planned figure. About 93% of the youths served were high school students at the time of entry, and about 89% of the program participants returned to full-time schooling. All clients were reported to be economically disadvantaged, and about 70% came from households with incomes less than 85% of the lower living standard. The greatest departures from the plan occurred in areas of employment entry (30% of plan) and the servicing of high school dropouts (12% of plan). This latter group, however, played a significant role in both YETP (44% of participants) and YCCIP (55% of participants).

Such figures suggest that SPEDY served a rather different group than either of the year-round programs. The closest substitute for SPEDY might be the in-school portion of YETP, which was administered by the six Regional Education Service Centers (LEAs).

There is little evidence of significant shifts between various components of YEDPA and the SPEDY programs. Given the minimum wage structure in all youth programs run by the BOS, there seems to be little incentive for clients to make such shifts unless there are substantial differences in the opportunity for hours of work (SPEDY programs in the BOS were restricted to a maximum of 25 hours per week).

Not surprisingly, the quality of the work experience and emphasis on training also appear to have been greater under YETP and YCCIP than SPEDY. Moreover, while SPEDY services placed a heavy emphasis on the introduction to vocational opportunities, YETP programs seem to have provided a much broader range of client services.

A noteworthy instance of cooperation between an LEA and local YEDPA operators occurred during the SPEDY program. One of the six LEAs, Project LEARN, negotiated an agreement with the Middlesex Manpower Planning Agency and the Southeastern Connecticut Manpower Planning Agency (TVCCA) to provide career counseling services and transition services to in-school youth enrolled in SPEDY programs of the latter two agencies. In a subsequent letter to Project LEARN, a representative of one of the agencies concludes that:

> "The Career Education Workshops should be an integral part of the SPEDY Program. Thanks to Project LEARN we had more materials and personnel to help make this project worthwhile." (Thames Valley Council for Community Action, Jewett City).

The coordinator of the other SPEDY program served by LEARN also was pleased with the outcome.

It appears that SPEDY forced local operators to substantially augment their counseling services for a relatively short span of time; at least some of them found it attractive to turn to the LEA for these short-term supplemental services. This may be an important institutional benefit of the SPEDY program that merits closer attention.

3D. Public Visibility of YEDPA

Since Connecticut is a very small state geographically, any bad publicity focused on a CETA program is generally disseminated throughout the state quickly. Two prime sponsors (Bridgeport and Hartford) have experienced exceptional problems--and the attendant publicity--during this past year and very major difficulties have occurred in the Springfield, Mass. CETA, just a few miles from the Connecticut border. We wondered whether such publicity had tarnished the YEDPA programs in the public's mind at least as perceived by program operators and the prime sponsors.

Generally, the YEDPA programs seem to have had only limited visibility, and where they have received public exposure, it has been favorable. YEDPA youth prepared exhibits, plays and actively helped out at Waterbury's first "CETA Day" on October 18, 1978. Attendees included Governor Grasso, Representative Sarasin, Mayor Bergin and a Regional Office administrator. The youth did so well that they were called upon for an encore when Mrs. Walter Mondale visited the city in November.

In Hartford, the youth programs have received no unfavorable publicity despite the large amount heaped upon the rest of the CETA program. Indeed, the building renovation in the heart of the Puerto Rican community is quite visible and apparently very popular there. Hartford would like to continue the program into 1979 but the entire program is in doubt subject to the approval of Hartford's plan by the Regional Office.

Publicity and image is not a trivial issue in Hartford. With all of the problems encountered by the consortium this past year, it serves to raise the lingering matter of whether the various towns should leave the consortium--possibly associating with BOS. The matter has been discussed quite frequently since this summer's debacle, and further and continuing poor publicity will hasten the dissolution of the consortium.

For the BOS the youth programs have maintained a low profile. It was pointed out to us that most operators use the acronyms YEDPA, YETP or YCCIP to refer to their programs, instead of calling them Title III CETA programs. This may be an indicator of the images of both sets of programs.

3E. Staff Training

The quality of the youth programs in Connecticut is largely a function of the caliber of persons administering them for the prime sponsors. As such we sought to learn more about their training and experience.

Superficially, at least one element appears to be quite common across our prime sponsors. CETA staff generally, and persons assigned to youth programs in particular, are very young, frequently in their twenties or early thirties. Perhaps there has been an effort to trade off enthusiasm for experience although prevailing pay scales may be a more rational source of explanation.

Educationally, there is no apparent pattern of preparation. The CETA Director in Waterbury only recently completed his bachelor's degree while studying on a part-time basis. His deputy was an unemployed school teacher, and the program monitor is a former factory worker with an associate's degree. Four persons now operate the youth programs for BOS and at least two of them have worked previously in the field for BOS as monitors of program operators. While this group has functioned well there is uncertainty about the advancement ladder there. Thus, if the youth director were to leave, there is some possibility that his replacement would have no program experience at all.

In Hartford, the turnover of personnel (either caused by people leaving the CETA agency or being moved within it) has decimated the youth programs. As noted earlier there is no institutional memory and this is compounded by the turnover of the Fed Reps. Thus, even with training provided by DOL, when these people leave—as they have—the product of past training leaves also. As of November 1, 1978 only 6 of the 50 or so CETA staffers have been in the organization for two or more years.

When training is given to prime sponsor staff by DOL, it typically is of a procedural sort e.g., how to comply with some new regulations. Some program operators have suggested to us that they be allowed to provide training to prime sponsor and Regional Office staff in substantive areas. While the offer is partly facetious and meant to be ironic, it derives from their view that the source of money knows little about youth and the problems involved in working with them.

3F. Prime Sponsors and the Regional Office

One aspect of YEDPA that has not been emphasized in our earlier reports is the critical nature of the relationship between the prime sponsors and the Regional Office. The issue is a very sensitive one since staff in the former are aware that the latter can make their lives difficult at every stage of their operation. As such while we have had some rather negative feedback regarding the Regional Office, the tone is frequently restrained, and we understand that not all criticisms are to be placed on the record by us. We have also heard some praise for the Regional Office, particularly for the job done by some Fed Reps.

It is difficult for us to sort out how much of this criticism is simply the inevitable product of the strains that must result when a line agency seeks maximum flexibility and is thwarted by a higher level staff group. Moreover, many of the frustrations that are expressed by the prime sponsors have also been voiced to us about them by their own program operators. One can easily suppose that an analogous set of frustrations prevails at the regional level in terms of its own relations with DOL-Washington.

Because these partially adversarial relationships are predictable it is difficult to evaluate the true nature of prime sponsor-Regional Office relations, rather than the impressions of the persons involved. The basic question that we will seek to resolve by the next report is whether the Regional Office assists more than it hinders the delivery of mandated services through the prime sponsors.

In its end-of-year report on youth programs, the BOS prime sponsor limits discussion of its relations with the DOL to the following paragraph:

> "On the Prime Sponsor level, we feel that there is a need for more on-site technical assistance during the planning and grant preparation stage. Although the regional office distributed a written grant preparation guide, revisions after initial submission might have been avoided if Regional Office Staff provided more active assistance in the interpretation of the grant guidelines as well as an insight into the regional office review process."

This limited coverage of prime sponsor/DOL relations probably signifies remarkable restraint rather than calm waters. All the prime sponsors would much prefer to be told as their planning develops whether certain decisions are acceptable to Boston. While this does occur in some cases, the prime sponsors still turn in their plans much as students submit a term paper, uncertain whether they will be graded harshly for some unanticipated breach in their analysis. On other occasions the prime sponsors hope to get something past the scrutiny of the Regional Office sensing that the matter may no longer be a priority item for the DOL. Perhaps most objectionable about these practices is the perception that DOL-Boston is carefully monitoring every little issue legalistically, rather than commenting on the bigger issues relating to the substance of the programs. This view causes some to believe that the two decision rules by which the Regional Office operates are, "spend the money" and "don't make trouble".

An example of some of this involves Hartford and the BOS seeking to react to Boston's rejection of their initial FY 79 plans. In the BOS the first set of suggested revisions contained 37 items. While some of these items reflect legitimate DOL concerns which ought to be addressed by fund recipients, others seem to have little or no bearing on the quality or legitimacy of the proposed youth programs. One item among the second set of Regional Office suggestions, for example, deals with "...the problem of time allocations expressed in fractions of percents." BOS staff were duly informed by the Regional Office that: "This methodology conflicts with established prime sponsor policy and, moreover, it is incongruent with sound accounting practices."

In the BOS certain practices that were used in selecting program operators were deemed satisfactory a year ago but now must be explained again according to the Regional Office. Similarly, Hartford is uncertain if it will be allowed to repeat its use of the same program operators as last year or whether in so doing they demonstrate their lack of special consideration for the CBO's.

4. The Future

4A. Planning for 1979

The planning process in Waterbury and the BOS was somewhat smoother than the first time around but it was far from ideal. In Hartford the situation this year may have been even worse than last year. The uncertainty revolving around the CMP deficit pervaded Hartford's planning cycle. The RFP's were initially scheduled to be issued in June but Hartford City Hall held them up until the last week in July. A meeting was held on August 7 during which about 20 organizations were briefed about YCCIP grant procedures. Those organizations who chose to apply for the grants had to submit a "barebones outline" of their proposal to the prime sponsor by August 11. These proposals were quickly evaluated by the prime sponsor and were presented to a joint meeting of the Executive Committee of HAMPC and the Youth Planning Council on August 14. At the meeting a CMP staff member "reiterated that DOL merely wanted a sense from the committee as to priorities for funding" (as quoted in the "Minutes"). Only three of the 17 HAMPC members attended the meeting; no members of the Youth Planning Council were present. Grant proposal "abstracts" for YCCIP were due in the Regional Office on August 15. The complete proposals were due August 25. Hence, there was little time for grant-requesting agencies to put together proposals or for other community input (as reflected by HAMPC or the YPC).

The prime sponsor limited the YETP RFP to LEA's. The Regional Office found this unacceptable, citing CETA regulation 97.705(c)(2) which requires special consideration be given to CBO's of demonstrated effectiveness. Hartford believed they had simply duplicated the (accepted) practice used in the previous year. Thus, CMP has been forced to issue a new RFP. Because of the limited time available to put together the grant proposals, it seems clear the prime sponsor felt compelled to keep the same program operators. The prime sponsor was also understaffed and very inexperienced. These elements also seem to have led them to choose existing program operators.

In Waterbury there was more time available to put the 1979 programs in place. The RFP was public for two weeks before proposals had to be submitted. The CETA staff had a full week to review them prior to returning them for revisions. These changes were made during a week and the Council then had the revised proposals for study for 5 days. While the timing was quite limited it was far better than the first year. The response to the RFP was almost as limited as previously although the Council had the luxury this year of rejecting two weak proposals. (Last year every YEDPA proposal received CETA support.) More satisfying even than having some choice was seeing the improved quality of some of the proposals from program operators of the previous year.

A major irritant to some was the requirement that labor unions and CBO's be given 30 days time in which to comment upon prime sponsor plans prior to submission to the Regional Office. Given that none of the prime sponsors was given adequate time to seek out and develop the best programs possible for 1979, the need to use valuable time in the planning period for such a review was both wasteful and exasperating. Every prime sponsor is aware of the political realities that such a review serves, but they resent it when it serves to truncate an already inadequate planning period, and when they anticipate that no serious comments will likely result from the review.

As noted in a previous report, the timing problem for the BOS is necessarily greater than for other prime sponsors. And the matter is simplest where only a single jurisdiction is involved, e.g. the City of Waterbury, rather than a consortium of towns as in Hartford.

4B. Policy in FY 79

It would be gratifying to report that with a fiscal year of YEDPA under their collective belts the prime sponsors are now moving ahead on some long-term policy goals. Unfortunately, that is not at all the case. While the frenetic condition of last year is behind (though the Hartford situation is highly unstable) the prime sponsors still appear to be in a largely reactive situation. They were not well positioned to know the parameters of FY 79, nor did they know what type of reaction their RFP's would elicit. Since the planning councils were functioning poorly, they were providing no policy direction. Instead, their function appears to be limited simply to passing judgment upon whatever proposals the staff and the RFP process could bring in. Beyond this the final decision on projects is seen as resting in the

Regional Office, surely undermining the enthusiasm of the prime sponsors to serve as entrepreneurs for innovative projects. For example a brand new YCCIP project involving a new program operator was put forward by Hartford this year involving the rehabilitation of abandoned cars. The Regional Office rejected the project for several reasons including the observation that it represented "...an unreasonable and unconscionable application of government funds." (While the implied superiority of one unit of government s conscience over another's may be debatable, there is no room for argument here regarding who has the last word.) It appears clear that the environment for the prime sponsors is inimical to the development and fulfillment of long term policy.

It may be that the many uncertainties that obscured the future of the entire CETA program during the summer and autumn of 1973 made long run planning even less compelling than usual. Possibly, the prime sponsors will develop such programs well in advance of the planning cycle for FY 80. If it is a goal of DOL to allow the prime sponsors to formulate such policies, the parameters for YEDPA for FY 80, and the full agenda for planning and approval e.g., dates, "reg's", limitations, etc. should be published by at least December 31, 1978.

Interim Report #3
National Council on
Employment Policy
November 22, 1978

THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS Act of 1977: Albuquerque, New Mexico; Coastal Bend Area, Texas; and El Paso, Texas

By Vernon M. Briggs, Jr.*

I Introduction

In sharp contrast to events at the beginning of fiscal year 1978, the operation of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) in the three southwestern prime sponsor jurisdictions under review had become almost routine by the end of the fiscal year. A year earlier (Fall 1977), YEDPA had been the central concern of the prime sponsors in Albuquerque, New Mexico, the Coastal Bend Manpower Consortium, and El Paso, Texas. By early 1978 attention had been diverted away toward the mandated build-up of enrollments in the public service employment (CETA Title VI) program. By mid-year the question of the private sector initiatives (i.e., the establishment of private industry councils proposed under the CETA re-authorization); a special crash program to increase employment of Vietnam-era veterans; as well as the funding uncertainties associated with the protracted Congressional deliberations on the CETA renewal legislation had become the priority topics. In the case of the Coastal Bend Consortium, it has been selected as one of 15 prime sponsors in the nation to participate as a welfare reform demonstration site. YEDPA has become "a backburner" concern. Hence, the year's experience gave credence to the lament of one prime sponsor spokesman who said, "the prime sponsor's role has been relegated largely to one of implementing programs; it is a role of constant re-action to new federal programs and requirements."

Thus, although YEDPA was still of concern to all of the prime sponsors, it was clear that it was a lower rank order of importance. One official states: "last year when YEDPA started it seemed complex but, in retrospect it has not been so hard to deal with." He added, "in fact, when YEDPA is compared with other programs we have had to deal with this year, it is clearly one of the better thought-out programs at the national level."

The absence of any substantive planning by the national administration of the nation's employment and training system has its impact on the operation of all programs at the prime sponsor level. YEDPA, in this regard, is no different than any other program. When it first appeared, YEDPA was the center of attention. But by the end of its first year, other concerns had come to the fore. Efforts were made to monitor the separate YEDPA's projects but little time was given to evaluation, knowledge development, or planning for the second year. The reality of the world of the prime sponsors simply does not permit these types of activities to occur in any meaningful way. As one official indicated, "there is no sense of order in the programs that are coming from the Department of Labor; there is no recognition of the need to give time for growth and development of the existing programs; the prime sponsors are forced to devote their time and efforts to the short run concerns of the Department of Labor rather than to the long range objectives of what we are doing locally."

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II. Targeting

The program data for fiscal year 1978 for each of the prime sponsors for both the Youth Community Conservation Improvement Program (YCCIP) and the Youth Employment and Training Program (YETP) are presented in Table 1. Given the composition of the local communities under review, it is not really surprising that virtually all participants have been from ethnic and racial minorities. Although persons from Hispanic backgrounds clearly dominate, it is apparent that blacks have been given ample opportunities to participate in the Coastal Bend program. In Albuquerque, although it is not obvious from Table 1, blacks have also been given special attention in YEDPA. It should be recalled that Albuquerque is also a recipient of a Tier II grant for a Youth Incentive Entitlement Pilot Project (YIEPP). The YIEPP program was placed in the area of Albuquerque where the black population is most concentrated. YETP and YCCIP, in turn, do not serve that area of the city. Hence, black participation in these programs is understandably not high. In El Paso the low black participation rate reflects the fact that blacks comprise less than three percent of the local population.

Female participation in YCCIP is significantly below that in YETP in all three prime sponsor jurisictions. Male participation in YETP is significantly less than female participation. In the case of YCCIP, the nature of the jobs (physical work, out-of-doors, etc.) is cited as the explanation for the paucity of female participation and also for the fact that many of the women who did participate also dropped out. As for YETP, it is not immediately apparent why female participation should be considerably higher than males. The variety of diverse projects and the multiple number of sponsors would make it seem unlikely that it was done by design. The explanation may be that the school systems are deeply involved in YETP operations. Women are likely to be more evenly represented with men in schools than perhaps, in any other societal institution. This factor may contribute to the phenomenon but it does not completely explain the pattern. Another plausible explanation is that several large YETP ventures involve training and work experience sites in occupations that have been traditionally dominated by women (e.g., secretarial training programs and job sites with day care facilities, libraries, and hospitals). Also, there has been one large contract given to community based organization designed to serve largely women (i.e., the YWCA program in El Paso).

As regards age, the YCCIP program have enrolled predominately youths under age 18. This is somewhat surprising due to the fact that the school systems were not involved in YCCIP in Albuquerque or the Coastal Bend Consortium area. In El Paso, however, the school system administered a substantial portion of the YCCIP grant in FY 1978. YETP, on the other hand, has had a fairly equal representation of youths under 18 and youths over 18 in both Albuquerque and in the Coastal Bend area. Again, however, El Paso is clearly the exception with 91 percent of its YETP youths being under 18. Part of the explanation is the fact that two school systems had large YETP programs. The other is that the YMCA program (designed as a drop-out prevention program) and the YWCA program (counseling and work experiences) both focused on high school aged youth.

TABLE 1. Participant Characteristics of Enrollees in YCCIP and YETP of Three Southwestern Prime Sponsors, Total First Year Through September 30, 1978

Characteristic	PRIME SPONSORS											
	Albuquerque-Bernalillo City, New Mexico				Coastal Bend-Manpower Consortium, Texas				El Paso and El Paso County, Texas			
	YCCIP		YETP		YCCIP		YETP		YCCIP		YETP	
	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%
Total	91	100	472	100	79	100	897	100	136	100	605	100
Sex: Male	75	82	195	41	69	87	343	38	129	95	258	43
Female	16	18	277	59	10	13	554	62	7	5	347	57
Age: Under 18 yrs.	66	73	251	53	49	62	483	54	106	78	548	91
18 and over	25	27	221	47	30	38	414	46	30	22	57	9
Ethnic Group:												
Anglo	4	4	1	.2	5	6	63	7	2	1.5	5	1
Hispanic	78	86	271	57	73	92	665	74	132	97	555	92
Black	4	4	22	5	1	1	165	18	2	1.5	17	3
Indian	5	6	13	3	0	0	0	0	0	0	1	0.2
Other	0	0	0	0	0	0	0	0	0	0	10	2
Economically: Disadvantaged	89	98	357	76	47	59	830	93	114	84	511	84
AFDC Family	48	53	48	10	10	13	250	28	35	26	164	27
Education Level:												
H.S. Student	65	71	186	40	36	46	475	53	127	93	429	71
H.S. Dropout	12	13	53	11	35	44	254	28	0	0	54	9
H.S. Graduate	14	15	233	49	8	10	168	19	9	7	122	20
Labor Market Status:												
Unemployed	9	10	107	23	1	1	273	30	0	0	17	3
Underemployed	1	1	39	8	54	68	8	1	2	1	236	39
Other	81	89	326	69	24	31	616	69	134	99	352	58
Miscellaneous:												
Offender	20	22	20	4	0	0	8	.8	0	0	9	2
Handicapped	3	3	3	1	0	0	3	.3	0	0	5	1

Clearly most of the participants are from economically disadvantaged families. A fewer number, but still significantly high given the restrictive welfare programs in both of these states, were from families receiving Aid for Families with Dependant Children (AFDC).

In YCIPP, students currently enrolled in high school are the largest single group of participants in all three prime sponsor areas. In YETP high school students represent the majority in the Coastal Bend area and in El Paso. But in Albuquerque, high school graduates were the dominat group. This exception reflects the focus of the prime sponsor's programs on skill training at its skills center or in direct placement with private training establishments. It also reflects the city internship program for post-secondary level youth (which will not be refunded during the second year of YEDPA).

As for the labor market status of participants, the vast majority of those in both YCCIP and YETP in all three areas were not unemployed. With the exception of the YCCIP participants in the Coastal Bend area, most were not underemployed either. Hence, it is strongly suggestive that most YEDPA participants in these areas are coming from outside the officially defined labor force. Hence, it would seem that YEDPA is an important factor in the provision of employment opportunities for youth but it is not very significant in its impact upon local youth unemployment problems.

III. Planning

The topic of planning is a sensitive topic with the prime sponsors under study. YEDPA has served as an example of everything that is wrong with the prevailing employment and training system. It is not that YEDPA is worse than others; it is just that it contributes to the existing central problem. Namely, there is no overall planning at the national level with respect to the policy objectives and program relationships. As a result it is impossible to plan at the local levels if the use of the term "planning" has any functional content. Essentially the role of the prime sponsor has become one of implementation of programs despite the fact that all of the prime sponsors indicated a strong preference to do planning; but it is impossible given the prevailing institutional constraints.

To do meaningful planning at the local level, it is necessary to know the regulatory requirements and the amount of dollars associated with each program. Both were unknown as YEDPA ended its first year and preparations were made for the second year. In addition to the fact that there were other new programs to prepare for during the coming year, the fact that the entire CETA system was up for renewal (the final bill did not clear the Congress until Oct. 15, 1978) made planning for fiscal year 1979 "more difficult than in other years." As a result, neither the funding levels nor the legislation were known prior to the beginning of the fiscal year. To make matters worse, the late passage of the CETA renewal meant that there was no time to pass a new appropriation bill. As a result, it may not be until Spring of 1979 before it actually passes. The absurdity of the situation was summarized by one manpower planner as follows:

> We were asked to prepare our YCCIP and YETP plans for FY 1979 based on a 93 percent level of the 1978 base. This was difficult to do because the delays associated with implementing both of the programs during 1978 caused both to be "7 month programs" run at 100% level. Thus, if 93% is the planning maximum for the year, we will still have to cut back even more.

The difficulty, of course, is that it is impossible to tell sub-contractors how much money will actually be available for program operations. The effect, it appears, is especially severe for YCCIP. Since it contains substantially fewer dollars than does YETP, YCCIP is seen to have been a casualty of the planning uncertainties. New YCCIP projects in the Coastal Bend Consortium have been postponed until after January 1, 1979. In El Paso, the YCCIP program is run entirely by the local school system. It terminated all of its YCCIP participants on August 1, 1978 and did not enroll any new participants until mid-October 1978. In Albuquerque, which also has a single YCCIP sub-contractor, the contract was renewed but the level of operations was reduced from the previous year.

There is little indication that there has been any significant local planning for the second year of YEDPA. The situation simply does not permit it to occur. As one planner commented, "all we can do at the local level is cope with the situation and try to write decent applications." He added, "the funding and legislative uncertainties this year mean that most of our energies this year are going to be devoted to writing modifications to all existing contracts." He reiterated the fundamental local problem by saying:

> The Department of Labor (DOL) undoubtedly has its own pressures. But they simply do not understand the political pressures that prime sponsors are under. We must get approval of everything we do. The local political structures do not understand the way in which DOL operates and DOL does not understand that we cannot act without obtaining local approval from elected officials. They want to know every detail before they give approval. Unfortunately, we can only tell them things based upon a long list of confusing contingencies. The regional DOL office is concerned about the planning dilemma facing the prime Sponsors but they have resigned themselves to the fact that it is a hopeless situation.

Relatedly, the respective advisory councils to each prime sponsor have conditioned themselves now to acting only on "a short range basis". Specifically the prime sponsors indicated that their advisory councils showed "no great concern for YEDPA" relative to their other program and policy concerns in making preparation for FY 1979. One prime sponsor synthesized the advisory council's interest in YEDPA as "being minor after the initial start-up problems were overcome." He reported that "there has not been any local controversy over the youth programs so that the advisory council has been looking at other things this past year--most particularly at PSE."

All of the primes continued to report that there has been almost no participation by the youth members of the youth advisory councils as required under YEDPA.

The prime sponsors also reported that they have received very little technical assistance from DOL with respect to the youth programs. They report specific deficiencies in their understanding of the knowledge development expectations and the entire subject of academic credit for work experience. The latter point in Texas centers upon whether the academic credit that is being made available under YCCIP (in El Paso) and YETP (in El Paso and in the Coastal Bend area) is awarded for work experience or for attendance at the mandatory school classes. One official said, "there is apparently no one in Texas who can answer that question." The answer is important since it involves not only an assessment of the impact of the youth program but it also restricts any understanding as to whether or not a precedent is being set for other endeavors not associated with YEDPA.

IV. Data Gathering

There are few signs that any of the prime sponsors under review have sought to gather any data about YEDPA programs above those required by DOL. One prime sponsor does require monthly reports from its sub-contractors even though quarterly reporting is all that is actually required. The subcontractors are unaware that the requirement is locally imposed but there are no reported dissatisfactions. The monthly reports do enable the prime sponsor to monitor performance more effectively.

There does not appear to be any data being collected about actual performance of programs. Rather, the data is totally of an operational nature.

V. Evaluation

There was sparse indication that any detailed evaluation was made of program operations during the first year as a criteria for re-funding during the second year. As will be shown later, most program operators during the first year who sought re-funding for the second year were successful in their applications. The criteria for awards, where there was competition, was based largely upon a comparison of the proposals with other applicants rather than a review of past performance. In one case, a program to develop on-the-job training positions in the local community was totally unsuccessful. Nonetheless, it was refunded for a second year YETP project to attemtp to do the same thing.

In defense of the prime sponsors, it must be said that there simply is no time to do evaluation prior to the time that decisions must be made for second year funding. Monitoring is done regularly by the prime sponsors but evaluation is not. One prime sponsor did indicate an intention to devote attention to evaluation of YEDPA during the second year (FY 1979) but candidly stated "there has simply not been any time this year for such activities."

Decisions concerning refunding for the second year have been made more on the basis of "assumptions drawn from personal impressions than from formal evaluations." The general conclusions of these assumptions have been that there should be a reduction of efforts to develop on-the-job training (OJT) slots for youth and internships for youth coupled with an expansion of efforts to provide skill training and to conduct specific assessment of the needs of individual youths.

VI. Summer Program

For the most part, the large reservoir of needy youth in all three areas meant that their were no problems finding sufficient participants for all summer youth programs. In two areas, YCCIP and YETP were kept separate from summer enrollments under the existing CETA Title I and the Summer Program for Economically Disadvantaged Youth (SPEDY) efforts. In Albuquerque and El Paso, the participants in YEDPA were kept separate from those in SPEDY. In the Coastal Bend, the programs run by the school system were blended together.

In the Coastal Bend program, it had been intended to expend all of the YETP funds received by the school district in the first six months of 1978 and then to transition the participants into SPEDY positions for the summer. But due to the very late start of YETP, there was considerable overlap into the summer. The combination of available SPEDY and YETP funds meant that total summer enrollments were expanded considerably over the planned level.

As the YETP funds were depleted, the participants were transferred to SPEDY or Title I slots. There were some administrative difficuties due to the different income eligibility criteria that apply to SPEDY and to YETP but "the administrative tangle was overcome." There was, however, a strong recommendation from school officials that these income criteria be standardized.

The types of jobs during the summer were uniformly the same as those provided during the school year. The difference being, of course, that the emphasis was on part-time jobs during the school year but full-time employment during the summer. There were no apparent differences in wage rates. The federal minimum wage remained the standard for virtually everyone except those participants with some supervisory duties over other youths.

There were some minor problems that occured in the localities in which SPEDY, YETP, and YCCIP co-existed during the summer months. In a few instances, youths tried to get two jobs. More importantly, there was some preferential shifting by youths away from YEDPA jobs to SPEDY jobs. The reason was that SPEDY jobs contained some of the more attractive (for non-economic reasons) jobs. For instance, in El Paso the SPEDY program had a number of jobs in recreational occupations (e.g., life guards, supervising basketball programs. etc.). Since the pay was the same, SPEDY jobs seemed to be an easier and a more socially enjoyable way of working during the summer. YEDPA jobs in the summer were much the same in their job requirements as during the school year. These efforts to shift programs, however, were the exception.

In Albuquerque, the presence of the entitlement program (i.e., of YIEPP) did cause fewer 16 and 17 year old youths to be available for SPEDY compared to previous years. Accordingly, it also meant that SPEDY was confronted with more 14 and 15 year old youths than in earlier years. This development, was seen as being a positive sign as it enabled "more youth than ever to be served."

None of the prime sponsors reported any indication of labor shortages in youth-dominated occupations during the summer months. All indicated that the vast surpluses of youths in their communities overshadowed the presence of sizeable SPEDY and YEDPA programs. There were no reports of employers who complained about shortages of youthful job seekers although there were some complaints about shortages of youths with job skills. These complaints, however, were considered to be routine and unrelated to the YEDPA presence. Also the prime sponsors are quick to indicate that their youth programs are largely reserved for economically disadvantaged youth. They point out That "there are still plenty of non-economically disadvantaged youth around."

VII. Special Issues

Serving the Handicapped: It was noted by one prime sponsor that all programs under CETA for youth are poorly suited for meeting the needs of emotionally disturbed and handicapped youth. To serve these youths, a high cost trainee program is needed. But CETA stresses low cost and a high volume of participants. Hence, there has not been much participation of these youths in YEDPA.

Linkages with other institutions: The "forced" relationship required under YETP between the prime sponsors and the local school systems has surfaced several differences in philosophy. One is that the school officials see the need for linkages with other youth agencies in the community as a way of jointly providing services to youth. The prime sponsor (reflecting DOL preferences) stresses the availability of jobs as the enticement for joint participation. The school officials stress the fact that many youths have serious social problems--broken homes, alcoholism problems (of parents and sometimes of youth themselves), drug problems, child abuse, child neglect, and sometimes incest. Thus, they stress the services that are needed from other community institutions--such as halfway houses, welfare case workers, juvenile court personnel, and the preparation of school drop-out lists. School officials stress the outreach dimensions that are related to efforts to bring youths back to school as the crucial feature and they tend to down play the importance of job placement *per se*.

The Philosophy of Youth Programs: As indicated in the preceding paragraph, school officials have a different perception of the needs of youth than do most of the prime sponsors who are fulfilling their responsibilities in administering CETA. The local school officials in all three prime sponsor areas have had extensive experience with Title I and SPEDY programs for youth prior to the advent of YEDPA. Some of their concerns, therefore, transcend YEDPA itself and reflect experiences with all youth programs under CETA. The schools perceive that the thrust of CETA programs is for job placement, (i.e., unsubsidized employment). The schools in general feel that every effort should be made to keep students in school. Jobs for youth, they feel, should be a means to an end, (i.e., completion of at least a high school diploma), and not an end goal itself. The schools feel that pressure is increasing for job placement and for reduction of placement costs. As the dollars have increased for youth, (especially with the coming of YEDPA) the more at odds the school systems have become with the goals of CETA for youth. The school officials see the answer to the problem of serving the economically disadvantaged youth as bringing them back to classrooms rather than trying to get them immediate employment. It should be noted that these school officials do not necessarily believe that a traditional school setting is needed. Rather, they also mean night classes, alternative schools and schools for young mothers. They argue that if youths drop out of school, it is far more costly to reach and to serve them than if they are able to receive quality preparation in school, graduate and then be placed into permanent jobs. There is a clear perception that many of the jobs available under YEDPA are dead-end jobs. The preferences of school officials in rank order are: (1) continue education; (2) continue training; and (3) job placement. To the degree that YEDPA allows youth to continue their education, it is seen as an asset; to the degree that it stresses transition to jobs it is seen as being counterproductive.

Labor Market Impact: None of the prime sponsors reported any complaints from employers about labor shortages for the types of labor pools that would normally be populated by YEDPA participants. It is likely, however, that YEDPA has served to increase employment opportunities for youth who would not normally be in the labor market rather than to perceptibly reduce the number of youths who were already in the labor market. Table 1 clearly shows that most YEDPA participants in all three prime sponsor areas were not in the labor force prior to their participation in YEDPA.

Job Development and Placement: Few of the project sponsors (i.e., community based organizations, schools, government agencies, or prime sponsors) reported any difficulty developing job slots for YEDPA participants. There were, however, a few exceptions that are instructive to policy development.

One of these was associated with job development in the rural counties for YETP participants in the Coastal Bend area. The Corpus Christi Independent School District is also responsible for all of the YETP programs in the adjacent twelve county areas. It has had no difficulty developing jobs in the city but the rural areas have presented problems. Due to the massive land area that comprises these rural counties (over 11,500 square miles) that are sparsely populated in widely scattered areas, there are few opportunities for public or non-profit jobs. The simultaneous pressure to increase enrollments in public service employment (PSE) under Title VI during 1978 did lead to a "drying up" of job slots. Prior to the Title VI build-up, slots could be found if the effort was put forth. But afterwards, it was far more difficult. It has taken extensive effort "to squeeze in our kids". Vacant jobs had all but disappeared. The fact that this same prime sponsor area has been selected to become one of the demonstration project areas for the Employment Opportunity Program (i.e., welfare reform) in 1979 means that an additional 3,200 PSE slots are going to be required. This does not auger well for YETP in the next year in these rural counties.

A second problem has also occurred in these same rural counties that involved both YETP and YCCIP. Namely, the local government agencies in these rural and mostly poor counties do not have spare funds for equipment and supplies that are often needed to develop a new job slot. YCCIP in particular is a labor intensive program. But as one spokesman said, "you don't need extra workers in rural areas if you can't use well the ones you already have." The limits on available funds for auxiliary materials is seen as a real barrier to expansion of such endeavors for rural youth.

A third problem area has been with on-the-job training for youth. All of the prime sponsors included OJT for youth in their first year's operations. None found these efforts to be fruitful. In the Coastal Bend case, the American G.I. Forum, a community based organization in the Chicano community was only able to fill 28 of 60 OJT slots for youth. They encountered strong employer resistance. When youth are employed in certain occupations, insurance costs increase. Also, the group they were trying to place were, by definition, out-of-school youths. This group, it was found, were very unstable in their work habits and aspirations. Employers likewise showed little interest in youths who had little interest in the jobs they were offered. In Albuquerque the problems stemmed from the fact that the vast majority of the business enterprises are small in size. Most of these small businesses did not want to become involved with the federal government in general or with CETA programs in particular. About half of its OJT's slots were unfilled during the first year. In Albuquerque, therefore, the plan is to reduce OJT positions to zero in the second year. The Coastal Bend Consortium, however, did refund the G.I. Forum program in hope that the second year will be more productive. In El Paso, the El Paso Central YMCA--which was new to the Manpower field--set up some OJT slots that were coupled with classroom instruction. The prime sponsor found, however, that the positions were in undesirable occupations (e.g., salad makers, waitresses, etc.) and the YMCA found that the cost of OJT was far more expensive than it had planned. Hence, the OJT slots were all transferred to other activities. The El Paso prime sponsor had feared that this would happen. It does not believe it is a good idea for sub-contractors to get into OJT because it is "too complicated for most of them."

A fourth development of interest was with the idea of internships for youth with the Albuquerque city government. The staff of the prime sponsor was not in favor of this idea but the advisory council was and recommended funding for the first year. The experience of the program proved to be supportive of the fears of the staff. Namely, most of the internships (which were for post-secondary school level youth) went to "emancipated youths" That is, they went to youths who no longer relied upon their parents for income support but whose parents were not economically disadvantaged backgrounds. They were largely youths who made up single person households Although these youths did fill a void (i.e., city officials claimed that the work would not be done without them), the Youth Council to the prime sponsor decided that, since most of these youths were going to community colleges or the state university, there were many other more needy youths to serve in the community. Hence, it was recommended and it was decided that the venture not be refunded during FY 1979.

The Role of Community Based Organizations: Although all three prime sponsors were very critical of the mandated inclusion of CBO's when YEDPA began, it is clear that most of this reluctance had vanished by the end of the first year. The greatest change occurred in Albuquerque which has had a completely changed perspective. The Youth Services Office which had been created by the prime sponsor to coordinate all services for out-of-school youth in the community was funded by YETP and was initially set up to be run by the prime sponsor itself. But with the coming of the second year, it was decided to turn over the entire program to a local CBO. It was awarded to the local OIC in Albuquerque. The OIC had had a long history of a client orientation (rather than an agency orientation) which was attractive to the prime sponsor. The OIC, however, had only limited prior experience with youth. Nonetheless, it was awarded the program. In part the decision to delegate the job to OIC was part of major change in philosophy by the Albuquerque prime sponsor. Over the summer of 1978, there was a director change. In contrast to the past, the new director believes that the prime sponsor should assume largely an administrative role concerned with planning and monitoring. As a result, the attitude toward CBO involvement has become decidedly more positive.

One administrative problem associated with the CBO involvement in YEDPA is that it has made it difficult for the prime sponsors to keep track of expenditure levels. All of the prime sponsors had carry-over funds of money not spent the first year. Part of the reason was that the myriad of CBO's in YEDPA as well as in other CETA programs has increased the difficulty of keeping track of the actual expenditures by each of them.

Female Participation: Earlier in the report it was noted that there was a paucity of women participants in the YCCIP programs in all three prime sponsor areas. All of the YCCIP projects in all three localities have been associated with labor intensive, out-of-doors, and physical type work in construction, maintenance, or repair work. No special efforts have been made to accommodate women. As a result, either women have elected not to participate or have been pre-screened out from consideration. Where women have participated, they have sustained a high drop-out rate. In the case of the more varied array of opportunities afforded by the YETP endeavors, women have had a higher participation rate. Yet several issues have arisen that serve to indicate the uniqueness of youth labor markets from adult labor markets. For instance, one sponsor indicated that there had been some problems in the placement of female youths into OJT slots due to some " lecherous employers" who made sexual advances. The official stated that "this is a very serious issue for a local prime sponsor to handle--especially if the girl is still living at home with her father." He added that "this type of an issue is a real problem that we must take into consideration even though upper level program administrators don't consider it to be a significant issue." Another unexpected problem has arisen when some boy friends have objected to their girl friends going to work sites where there are young men. Several were given ultimatums to choose between "their honey or their job." In one case, a boy friend purposely spilled a milkshake all over his girl friend just before she was to go to work which forced her not to show up that day. These incidents, although obviously isolated, do serve to remind policy-makers of some of the unique issues that affect policy initiatives for youths.

VIII. Funding Decisions for the Second Year

In a sense, all of the plans for the second year of YEDPA are tentative. The uncertainty of the reauthorization of the enabling legislation as well as the continued uncertainity of the funding levels of the subsequent CETA Amendments of 1978 mean that no prime sponsor could plan in a desirable manner for the second year of YEDPA. All of the prime sponsors were told to plan on the basis of receipt of 93% of their previous year's allocation. The prime sponsors were, however, allowed to carry-over any unexpended funds for the first year to the second and to include the carry over in their program renewal process. For YCCIP, the funding levels for FY 1979 for all three prime sponsors are considerably below the levels for the first year. For YETP, the funding levels are also lower for the Coastal Bend Consortium and for El Paso in the second year than the first. In Albuquerque, however, "carry-over" funds were sufficient to allow for an increase in YETP funding for the second year. On balance, however, it would appear that YEDPA programs activity will be reduced in all three localities for the second year relative to the first year's operational levels.

A. YCCIP Decisions

Table 2 presents a summary of the plans for YCCIP by the respective prime sponsor for FY 1979. A brief description of the decisions of each prime sponsor is as follows:

Albuquerque--Bernalillo County, N.M. The prime sponsor issued a request for proposals (RFPs) for the second year operation of YCCIP. In response it received three proposals. The decision was made to give the entire available sum to one applicant, Youth Development, Inc. (YDI). YDI is a community based organization. It was also the sole sponsor of all YCCIP activities during the first year. Hence, the decision was in reality a refunding decision based upon satisfactory first year performance. YDI did plan to expand its labor intensive work projects into such areas a construction of a solar green house, renovation of a county center for retarded persons; and a co-operative venture with the local mason's unions to renew a jogging trail in a city park.

Coastal Bend Manpower Consortium, Tx. The Consortium plans to issue RFP's after January 1, 1979 for its new YCCIP funds. Hence, there will be no YCCIP activity until after that date.

El Paso and El Paso County. The prime sponsor requested RFP's for its YCCIP funds. Three proposals were received. All three were approved, although at reduced funding levels than those requested. One went to the El Paso Independent School District (EPISD) which also received a similar contract during the first year. The second contract award went to Project Bravo, a local CBO, for a program for out-of-school youth doing weatherization work. The third was to the Ysleta Independent School District (YISD) for a work experience program for in-school youth to refurbish school desks. After receiving the award, however, YISD suddenly reversed itself and withdrew its proposal. Ostensibly the reason was that the school

TABLE 2. Summary of Allocation of Funds for the YCCIP Provisions of YEDA in Albuquerque, El Paso, and the Coastal Bend Manpower Consortium, Fiscal Year 1979

Prime Sponsor	Total Amount of Funds Allcoated	Recipients of Funds	Total Amount of Funds Received	Estimated number of Persons to be served
Albuquerque NM, and Bernalillo County NM	$154,000	Youth Development Inc.	$154,000	to be determined
Coastal Bend Manpower Consortium, TX (City of Corpus Christi and 12 counties)	$117,000	(no decisions to be made until after January 1979)	$117,000	-----
El Paso, TX and County of El Paso, TX	$167,350	El Paso Independent School District	$ 96,251	35
		Project Bravo	41,383	to be determined
		Unallocated*	29,716	-----

*See Text

district was unable to obtain the funds from other sources to cover the costs of materials. There are, however, other considerations concerning administrative personalities and philosophy about federal funds that may also be involved in the decision. As a result, the prime sponsor was forced to start the RFP process over again. As of mid-October 1978, therefore, YCCIP was underfunded.

B. YETP Decisions

Table 3 presents a summary of the YETP decision for FY 1979. A brief discussion of each of the prime sponsor decisions is as follows:

Albuquerque--Bernalillo County, N.M. As was the case in the previous year, Albuquerque Public Schools (APS) will receive the stipulated 22 percent of YETP Funds as the local educational agency (LEA). It plans to continue its successful program with local hospitality industry. During the preceeding year all 43 youngsters who completed the program during the academic year were offered full-time employment in the summer. During the forthcoming year, it is intended that the program will be expanded to serve 60 persons (30 each semester). An effort is being made to develop additional job slots in businesses related to tourism (e.g., travel agencies, chamber of commerce, museums, etc.). It is also planned to spin-off a separate program in the day care industry. The fact that the school year begins in late August but the refunding and staffing decision could not be done until after October 1 meant that the program could not begin until mid-October. The inability to synchronize school years and CETA years remains as difficult a problem this year as last.

In addition to the LEA allotment, the prime sponsor elected to continue to retain a substantial portion of YETP funds to administer itself. This year, however, the mix of programs will be changed as a result of earlier experiences. OJT will be phased out entirely; skill training slots at the Skill Center will be increased; and a G.E.D. program will be added. Also, based partly on the first year's experience, the prime sponsor has decided to buy into an occupational assessment program that will be used to test abilities and interests of all CETA participants. It is hoped that the testing services will enable the Youth Services Office to determine how best to serve the youths it encounters.

The prime sponsor decided for the second year of YEDPA that it would delegate the operation of the Youth Services Office which it had established and administered during the first year. The youth office is designed to serve all youth in the city who are out-of-school. It seeks to meet the specific needs of the youth it encounters. To do this in a more effective manner, the aforementioned testing service will be added during the coming year. The prime sponsor found during the first year that it did not have the capacity to run the youth office itself. This fact, together with the presence of a new director of the prime sponsor who believes that more activities should be subcontracted out, led to a decision to request RFP's for the operation of the youth office. Five RFP's were received. The award was given to the OIC-Mid-Rio Grande, a local CBO, to operate. Although it has had experience with adult programs in the manpower area, the operation of the youth office will be its first experience with youth programs.

TABLE 3. Summary of Allocation of Funds for the YETP Provision of YEDA in Albuquerque, El Paso, and the Coastal Bend Consortium, Fiscal Year 1979 (as of October, 1978).

Prime Sponsor	Total Amount of Funds Allocated	Recipient of Funds	Total Amount of Funds Received	Estimated Number of Participants
Albuquerque and Bernalillo County, New Mexico	$900,000	Albuquerque Public Schools (LEA)	$165,000	95 (30 a semester)
		Program to be run by prime sponsors:	715,000	
		a) skill training at skill center		102
		b) G.E.D. programs		65
		c) Individual referrals to private training facilities		10
		d) Supportive services		—
		e) Occupational assessment service for youths who use Youth Services Office (i.e., Comprehensive Occupational Assessment Testing Service)		—
		OIC-Mid-Rio Grande to run Youth Services Office for all out of school youth and direct placements.	120,000	80
Coastal Bend Manpower Consortium (City of Corpus Christi and 12 counties)	$662,864	Corpus Christi Independent School District	$464,206	Yet to be determined
		American G.I. Forum Veterans Outreach Program	84,812	Yet to be determined
		LULAC Educational Services Center	83,958	Yet to be determined
		Administration of Program	29,888	Yet to be determined
El Paso, Texas and El Paso County, Texas	$708,000	El Paso Independent School District	$287,826	128
		El Paso Community College	99,041	40
		El Paso YWCA	--	100
		Project Bravo	87,558	34
		Ysleta Independent School District	147,146	75
		Fabens Independent School District	37,546	38
		Yet to be allocated	156,859	--

The Coastal Bend Manpower Consortium. The Consortium plans to request new RFP's for YETP but, due to all of the uncertainties over CETA re-authorization and funding levels, it has temporarily decided to stay with the same sub-contractors used in of the first year. In early 1979, a decision will be made as to how to proceed. Hence, the Corpus Christi Independent School District (CCISD) will again receive over two-thirds of the YETP funds. CCISD, however, has the responsibility of serving both the city and the twelve rural counties that comprise the consortium. LULAC educational services continue in support services and counseling activities with CCISD in the rural areas. The GI Forum will continue its effort to make OJT for youth a viable concept.

El Paso and El Paso County, Texas. The prime sponsor requested and received 11 proposals to its RFP. Four of these were funded; the other seven were rejected on technical grounds. A second RFP was issued and 9 proposals were received. Of these 3 were approved (two were from one agency). Hence, a third RFP round was pending as of mid-October 1978.

The El Paso Independent School District (EPISD) received almost 40 percent of the total funds available for a comprehensive program of work experience and training that provides academic credits. The El Paso Community College plans to offer two special courses in which participants will receive wages for their participation. One class will be in secretarial training and the other in data processing. The YWCA plans to set up an innovative training program for day-care occupations at the local educational center for school-aged parents. Project Bravo, a CBO, plans to operate a work experience program for in-school youth. The Ysleta Independent School District received a renewal of its in-school work experience program (i.e., teacher aids) for a second year. The Fabens Independent School District (F.I.S.D.) received approval of its request for an in-school program that will be tied to it's existing distributive education program. Work experience will be provided as clerical work, teacher aids, or grounds maintenance. The work experience will be linked to existing vocational education classes (funded outside of CETA) and academic credit will be provided for the work experience. (The F.I.S.D. proposal was actually two separate proposals that were ultimately combined into one program).

IX. Concluding Observations

During its first fiscal year, YEDPA was operational for only about seven months (some projects for even less time) in the three prime sponsors under review. Although there was little time to prepare for it, the three prime sponsors did respond as rapidly as was possible given their institutional constraints. During most of the first year, the attention of the prime sponsors was constantly diverted away by other priorities that were set by the U.S. Department of Labor at the national level. Hence, most of the attention of the prime sponsors to YEDPA was devoted to its launching with little time available to assess or to evaluate its on-going life.

Planning for the second fiscal year of YEDPA has, likewise, been minimal due to the uncertainties over legislative re-authorization and funding levels. In most instances, the program composition of the first year will be replicated during the second year. As it now stands, however, the operational level of YEDPA during the second year will be less than during the first. More attention, however, is anticipated by the prime sponsors to the crucial issues of evaluation and monitoring than was possible during the first year. Hence, the quantitative loss in numbers of participants from the levels of the first year may be partially offset by qualitative improvements in project content during the second year. It is still too early at this point to tell.

It does seem to be the case that YEDPA expanded employment opportunities significantly in these three communities for youths who are from economically disadvantaged backgrounds and who are from nationally designated racial and ethnic minorities. Most of the participants, however, seem to be from "out of the labor force" as it is officially defined or were underemployed in the jobs they previously held. Few were actually unemployed. This means that YEDPA has helped considerably in increasing employment and income levels for these participants but its actual impact on local youth unemployment problems remains in doubt. On the other hand, the presence of the program may have played a preventative role of affording employment opportunities to youths who would have eventually added to local youth unemployment problems if it had not been there. The fact, however, that so much of the thrust of YEDPA is toward keeping youths in school makes it virtually impossible to assess the significance of this preventative role in any substantive way.

Clearly the most important accomplishment of YEDPA to date has been its efforts to alter local institutional arrangements. YEDPA has brought the school systems into the CETA system in more than simply a service capacity. The schools have had the opportunity to use their YEDPA funds to enrich some things they were already doing; to undertake innovative programs that they could not do in its absence; and to involve themselves in CETA in a year round manner that was largely limited before to a summer time commitment. Also the schools have used YEDPA as a lever to gain academic credit for work experience and to link part-time jobs during the school years to full time jobs in the summer. It also seems that ties with vocational education are either being forged for the first time or being strengthened in a manner that did not previously exist.

Another first year institutional adjustment of YEDPA has been to enable many community based and neighborhood based organization to become involved in youth issues. For many, it is their first involvement. For others, it has allowed them to expand and to compliment on-going activities.

The YEDPA experience to date has contributed to an understanding of the complexity of policy intervention in the labor market. For too long the tendency of policy initiatives for youths have tended to be replications of adult programs. YEDPA has seemed to indicate that the youth labor market is unique in both its demand and its supply characteristics. Some policy thrusts apparently do not work (e.g., OJT); some behavioral influences are more pressing on youths than adults (e.g., the influence of parents, peer groups, and schools); and some well established manpower goals (e.g., job placement per se) may be misdirected.

AN EVALUATION AFTER ONE YEAR OF THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT OF 1977 IN MICHIGAN:

Third Interim Report on Progress in Detroit, the Grand Rapids Consortium, Kalamazoo County, the Lansing Consortium, and the Muskegon Consortium

This report was prepared by Peter Kobrak of Western Michigan University under a grant from the Employment and Training Administration, U.S. Department of Labor.

The authorship of this study is truly collegial. The principal investigator assumes final responsibility for the materials presented, but all of the following coauthors provided valuable data and ideas: Lowell Baker, Gus Breymann, Mark Clevey, Dan Hannigan, Jeffery Johnson, and Robert Straits

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The first year of operations of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) has come to an end with a relatively healthy but rather ignored baby. It is not so much that its local family does not love little YEDPA, but rather that older and bigger CETA brothers and sisters have inadvertently attracted an unwelcome amount of outside scrutiny and thus have required a lot of nurturing. After a tardy and prolonged birth, YEDPA has settled into a serene state of benign neglect.

PART ONE: ISSUES OF PRIMARY CONCERN IN EVALUTING YOUTH EMPLOYMENT LEGISLATION NATIONALLY

1. Youths Served by the Program During the First Year.

Five Michigan prime sponsor jursidictions are examined in this study--Detroit, the Grand Rapids Consortium, Kalamazoo County, the Lansing Consortium, and the Muskegon Consortium. Enrollment patterns in these areas during the first year indicate that generally the significant segments identified in the Fiscal Year 1978 plans were served. The data in Table I reveals that in the City of Detroit and the Muskegon Consortium, more than half of the youths in both the Youth Employment and Training Programs (YETP) and the Youth Community Conservation and Improvements Projects (YCCIP) were nonwhite, while in the other three prime sponsor areas, the proportion of nonwhites considerably exceeded the proportion of nonwhites within the population of those jurisdictions. Of special note in all five jurisdictions is the high number of economically disadvantaged youths. Although the Department of Labor did not set a goal for YCCIP youths in that segment, more than half of the participants were disadvantaged in all of the areas. In YETP, the requirement was that all of the youths come from families with incomes no more than 85 percent of the Bureau of Labor Statistics' Lower Living Income Standard Level (LLISL), or approximately $1,400 more than the income level defined as "economically

TABLE 1

Summary of Participants' Characteristics in Selected Michigan Prime Sponsors Under YCCIP and YETP, Fiscal Year 1978.

Selected Michigan Prime Sponsor			Total Enrollments	Male	Female	18 Years & Under	White	Nonwhite	Economically Disadvantaged	High School Dropouts	High School Graduates	High School Students	Unemployed	Under-employed	Other	Veterans	AFDC/PA	Ex-Offenders	Handicapped	Drug Offenders	Other
Muskegon Consortium	YCCIP	Actual	57 158%	37 65%	20 35%		21 36%	36 63%	37 102%	29 50%	4 7%	24 42%	54 95%	3 5%	0	0	17 29%	4 7%	11 19%		
		Planned	36	20 56%	16 44%		11 31%	25 69%	36 100%	36 100%	0	0	36 100%	0	0	0		3 8%	11 30%		
	YETP	Actual	223 77%	128 57%	95 42%		101 45%	122 54%	174 78%	70 31%	11 4%	140 62%	214 95%	9 4%	0	0	93 41%	16 7%	12 5%		
		Planned	289	177 61%	112 38%		228 78%	61 21%	289 100%	35 12%	0	254 87%	0	0	0	0		8 2%			
Grand Rapids Consortium	YCCIP	Actual	133 131%	82 61%	51 38%	133 100%	100 75%	33 24%	117 87%	113 100%	17 12%	3 2%	132 99%	1 1%		1 1%	61 45%	13 9%	2 1%		
		Planned	101	54 53%	47 46%	101 100%	83 82%	18 18%	67 66%	96 95%	0	5 5%				0					
	YETP	Actual	1412 102%	748 52%	664 47%	1412 100%	866 61%	546 38%	1376 97%	152 10%	102 7%	1158 82%	239 16%	11 2%	1162 82%	6 .4%	752 53%	58 4%	24 1%		
		Planned	1381	759 57%	622 47%	1381 100%	1063 77%	318 23%	1303 94%							19 1%					
Kalamazoo County	YCCIP	Actual	12 150%	3 25%	9 75%	12 100%	6 50%	6 50%	6 50%	5 41%	5 41%	2 16%	11 91%	0	1 8%	0	3 25%	1 8%	0		
		Planned	8				4 50%	4 50%	6 75%	5 62%		3 37%									
	YETP	Actual	198 86%	119 60%	79 39%	179 90%	107 54%	91 45%	164 82%	86 43%	22 11%	90 45%	189 95%	9 4%	0	1 1%	58 29%	3 1%	11 5%		
		Planned	229				144 62%	85 37%	148 64%	74 32%		130 57%									
Lansing Consortium	YCCIP	Actual	115 101%	96 84%	19 16%		88 77%	27 23%	67 58%	64 55%	13 11%	37 32%	90 78%	12 10%	13 11%	0	25 22%	25 21%	2 1%		
		Planned	113							68 60%							25 22%				
	YETP	Actual	1059 104%	546 52%	513 48%		771 72%	288 27%	897 85%	129 12%	94 9%	829 78%	227 22%	11 1%	821 78%	5 1%	409 39%	84 7%	36 3%		
		Planned	1013							114 11%							405 40%				
City of Detroit	YCCIP	Actual	227 102%	122 53%	105 46%	81 35%	5 2%	222 97%	202 89%	62 27%	40 17%	93 40%	0	0	227 100%	1 0%	11 5%	15 6%	5 2%		4 2%
		Planned	221	183 82%	110 49%		19 8%	188 85%	221 100%	177 52%						6 3%	17 8%	11 4%	4 1%		18 8%
	YETP	Actual	1285 107%	608 47%	677 52%	447	26 2%	1203 94%	1215 94%	582 45%	296 23%	394 30%	876 68%	15 1%	394 30%	11 1%		29 2%	2 0%		53 4%
		Planned	1200	600 50%	600 50%		72 6%	1020 85%	1176 98%	960 8%						0 0%		60 5%	24 2%		96 8%

SOURCE: Prime sponsor plans and reports submitted to the U.S. Department of Labor.

disadvantaged." But in terms of actual enrollments, at least three-quarters of the YETP participants in each of the five jurisdictions fell within the more stringent income definition.

All of the prime sponsors worked with a number of youths from welfare families. In other cases a particular area seemed to attract one or two significant segments more than the others. Nineteen percent of the youths in the Muskegon Consortium, for example, were handicapped, while in the Lansing Consortium's YCCIP program, 21 percent were ex-offenders.

For all racial and ethnic groups served in the Detroit and Lansing Consortium YETP programs, the number of males and females was almost equally distributed, and in the other three jurisdictions the proportion of females did not drop below 40 percent. In the YCCIP program, however, partly because of the nature of the jobs, the proportion of females in the Muskegon, Grand Rapids, and Lansing Consortia was low. The matter of insufficient female representation within Kalamazoo's programs evoked some expressions of concern in its Youth Services Committee, but the matter of what action, if any, should be taken to remedy the situation was tabled.

Identification through the standard management information system (MIS) of action taken on some significant segments was sometimes complicated by local program design. The Lansing Consortium thus established school dropouts as a special category, and urged program deliverers to give special consideration accordingly. The staff believes that they did so, but data on the number of school dropouts served in the in-school programs is not available. For the purposes of CETA reporting, "high school dropouts" are defined as applicants who, at the time of application, are not attending school or have not received a high school diploma or GED. In-school participants who are dropouts and return to school, therefore, are normally enrolled in-school at the time of program application and consequently not considered dropouts.

Relation of the Youths to the Federal Youth Programs. When two new federal youth programs, YETP and YCCIP, are added to a refurbished summer youth program (Summer Program for Economically Disadvantaged Youths) and other regular programs operated by the prime sponsors, there is always the danger that participants will begin shopping among programs looking for the most lucrative training wage or the easiest way to earn a dollar. Interviews with prime sponsor staffers and program operators in these five jurisdictions, however, did not reveal a single apparent case of this kind. Operators are particularly leery of such a possibility, because it would affect their enrollment patterns and program design. But they expressed the view that such shifts are not occurring partly because all of the programs, with the occasional exception of YCCIP, provide the same minimum wage and stipend conditions and because through increasingly tight intake procedures, most of them felt that they were able to control such problems. Indeed, they seemed able in effect to steer the youths generally in the direction that they, as educators, deemed appropriate--usually on the basis of career plans that they had developed in conjunction with the youths. These officials uniformly point to the wage level as the critical motivating factor in the youth's decision to participate; word about other differences among the programs does not seem to spread as widely although some of the youths who took previous manpower programs are said to prefer the additional information and services that YEDPA provides.

The other danger posed by a job creation program such as YCCIP is that it will tempt students to drop out of school. Here again, local officials were confident that they prevent such a possibility by working closely with the schools and sometimes strictly enforcing locally-initiated rules that bar YCCIP to any youth who has recently left school. Occasionally a staffer speculated that the information might pass from out-of-school to in-school youths since periodically they interact informally, but no one was aware of a single actual case. Some objections though were raised philosophically as to the relation between these youths and YCCIP, on the grounds that the program design by proffering such an incentive was ill-advised even if it were not acted on. A more common complaint from program operators--and supervisors--was that the compensation provided by minimum wage was too high for the youths in terms of what they could offer the labor market and what they were actually doing with the result that youths were acquiring an illusory view of how they would and should relate to the world of work once the program was over. One program operator reported that a youth had quit a regular job to work in CETA because he heard that it was easier, but that problem appeared to be solved when the youth was put to work in a sanitation landfill.

Indeed, the youth programs more often were viewed as creating positive incentives that would hold a youth in school or encourage the person to return. In the Muskegon Consortium's YETP program, satisfactory completion of academic work is a requirement for students who wish to acquire work experience. Students faltering in school face the possibility that they will be suspended from the work site. Furthermore, since the jobs themselves are often rudimentary in nature, by example, they sometimes encourage a youth to think about school again. As a counselor in another prime sponsor jurisdiction put it, "They appreciate school more, and realize that work is not the end of the rainbow. They say, 'I don't want this anymore so I'm going to go back to school.'" The Summer Program for Economically Disadvantaged Youths (SPEDY) was occasionally criticized for "batching the kids through" and "dealing too fast with too many," but it was defended in several jurisdictions for somewhat improved program quality under YEDPA, for providing money for books and clothes in the fall that is needed to a greater extent than is sometimes realized, and for creating a summer group in which peer group pressure is sometimes brought successfully to convince a potential dropout to continue school.

2. Program Activity During YEDPA's First Year.

For those prime sponsors who worked extensively with school systems, the nature of the program designs specified in the YEDPA administrative guidelines dictated virtually all of the youths' activity with the minor exception of YETP's out-of-school program. As indicated in Table 2, YETP enrollments in all five Michigan prime sponsor jurisdictions were thus closely tied to a work experience mode, consisting primarily of Career Employment Experience and work experience program activities. The Muskegon Consortium wanted to tie its YCCIP program firmly to the educational process by requiring that all participants either take remedial education courses or work toward completion of high school. The YCCIP guidelines encouraged the structuring of projects in such a way that academic credit may be granted for work experience and that youths are encouraged to remain or return to school. The Consortium, however, was compelled by the Chicago Region V office, as a condition for funding, to alter its proposal so that enrollment in school would not be a stipulation for participation in the program.

For those prime sponsors who allocated a high proportion of their funding to school systems, Career Employment Experience was mandated as a program activity. Detroit, however, did a considerable amount of classroom training with its youths from the YETP program, and the Lansing Consortium did some separate training of this kind, too. Furthermore, the variety of YETP programming is not quite as limited as it appears, since CEE combines transition services, work experience, and classroom training.

The blurring together in practice of the theoretically separate and distinct in-school and out-of-school YETP programs also complicates interpretation of the actual program mix. Since the Muskegon Consortium for example, built high school completion activities into all of its contracts, it was able to count all YETP participants, even dropouts, as part of its in-school program. For example, the Urban Opportunity Development Team, the community-based organization (CBO) in charge of an out-of-school program that dealt exclusively with school dropouts, enrolled all of its youths through a local education agreement (LEA) in school on a part-time basis. Other dropouts served by LEA's were also enrolled in the school system. Elimination of the dichotomy between the in-school and out-of-school programs may complicate analysis of the program components, but it is a promising development institutionally to see emerging cooperation between a CBO charged with responsibility for school dropouts and the school system itself under the auspices of the YEDPA program.

3. YEDPA Planning and its Relation to Performance.

Relating actual planning to performance is difficult, because the prime sponsors are allowed periodically to make modifications in their projections, and thus altered figures then become the basis for analysis. Such changes are necessary for fiscal and program reasons, but they complicate the task of matching rhetoric and reality. The original planning figures cannot be used, because everyone has come to think in terms of the modified numbers, but the modified numbers in turn mask the considerable underperformance during the first year that seems to have characterized the implementation of YEDPA in these five prime sponsor jurisdictions. That underperformance proved serendipitous in the summer and fall when contractors and prime sponsors alike blanched at the conflicting funding and enrollment cues emerging from Washington, D.C., only to find that their inability to expend money and enroll participants early in the

TABLE 2

Enrollment and Expenditure Levels in Selected Michigan Prime Sponsors Under YCCIP and YETP, Fiscal Year 1978

Selected Michigan Prime Sponsor			PROGRAM ACTIVITY								PROGRAM COMPONENT COSTS							
			Classroom Training	On the Job Training	Work Experience	Vocational Exploration (Private Sector)	Career Awareness	Other uses of occupational information	Career Employment Experience (C.E.E.)	TOTAL ENROLLMENTS	Classroom Training	On the Job Training	Work Experience	Vocational Exploration (Private Sector)	Career Awareness	Other uses of occupational information	Career Employment Experience (C.E.E.)	TOTAL EXPENDITURES
Muskegon Consortium	YCCIP	Actual			57 158%					57 158%			$67,453 82%					$67,453 81% -92
		Planned			36					36			$82,683					$82,683
	YETP	Actual							223 77%	223 77%							$164,887 41%	$164,887 41%
		Planned							289	289							$400,334	$400,334
Grand Rapids Consortium	YCCIP	Actual			113 111%					113 111			$151,414 59%					$151,414 59%
		Planned			101					101			$256,385					$256,385
	YETP	Actual			252 249%				1160 92%	1412 104%			$334,743 71%				$547,849 82%	$882,592 77%
		Planned			101				1255	1356			$466,221				$665,867	$1,132,088
Kalamazoo County	YCCIP	Actual			12 150%					12 150%			$48,148 60%					$48,148 60%
		Planned			8					8			$80,350					$80,350
	YETP	Actual			109 137		89 84%			198 106%	$113 0%		$119,580 79%		$71,153 67%	$35,749 81%		$226,615 72%
		Planned			80		106			186	$12,552		$150,631		$106,695	$43,933		$313,811
Lansing Consortium	YCCIP	Actual			115 101%					115 102%			$133,324 100%					$133,324 95%
		Planned			113					113			$133,324					$139,324
	YETP	Actual	88 103%					150	821 97%	1059 114%	$69,977 85%					$45,372 100.4%	$465,969 97%	$581,318 95%
		Planned	85					0	839	924	$82,226		$480,286			$45,190		$607,702
City of Detroit	YCCIP	Actual			227 103%					227 103%			$286,275 42%					$286,275 42%
		Planned			221					221			$677,640					$677,640
	YETP	Actual	913 104%	27 53%	40 133%			157 130%	215 91%	1285 107%	$1,443,709 77%	$99,657 53%			$59,350 37%	$51,150 23%	$430,922 54	$2,084,788 64%
		Planned	877	51	30			121	237	1200	$1,876,010	$189,168			$184,395	$225,209	$798,859	$3,273,641

SOURCE: Prime sponsor plans and reports submitted to the U.S. Department of Labor.

year had now saved them, as they sat with a surfeit of federal funds that they intended to carry over anyway.

The YCCIP Experience. One of the general lessons that emerges from YCCIP experience in several jurisdictions seems to be that use of several contractors may increase the likelihood of effective job creation. Detroit, the Muskegon Consortium, and Kalamazoo County each chose to commit its YCCIP resources essentially to one contractor on the basis of the proposals submitted; by the end of the spring, all three of these primary contractors had either withdrawn or manifested serious operating deficiencies. The Kalamazoo Public School system abandoned its YCCIP project when one of its unions raised objections. Wayne State University's project in Detroit was not recommended for refunding in Fiscal Year 1979 by the City of Detroit Manpower Department. Because of lack of diversification, these prime sponsors found themselves unable to shift or otherwise utilize funds rapidly, and ended the year with scaled-down enrollments and expenditures. The Grand Rapids and Lansing Consortia enjoyed greater success with their YCCIP projects; in both cases greater program diversification would seem to have provided them with a greater margin for error. While in some of the more rural areas and counties, they too are sometimes heavily dependent on a single contractor, the greater number and variety of contractors within the jurisdiction as a whole would have positioned them better to shift funds around. The Grand Rapids Area Employment and Training Council (GRAETC) thus had five YCCIP contractors--four CBO's and one LEA. The Lansing Tri-county Regional Manpower Consortium also used five contractors, including three CBO's, an LEA, and a government agency.

The Lansing and Grand Rapids Consortia encountered different problems in implementing YCCIP. Lansing's actual enrollments were 102 percent of plan goals, but actual terminations were 144 percent of planned terminations. More than one-half of these terminations occurred during the summer months, thereby leaving only 52 percent of the participants on board at the end of Fiscal Year 1978. Evidence that the unexpectedly high turnover rates may be seasonal is seen in the number of job placements which was 158 percent of plan. Of the 30 youths entering employment, 18 were placed in unsubsidized jobs during the summer. In addition to terminations resulting from job placements, the actual number of other positive terminations was 225 percent of plan, as many youths either returned to school or transferred to other programs. In the case of YCCIP, Consortium staffers believe that the low number of youths remaining may be due to project completions and to pessimistic expectations held by the youths and program deliverers that the projects either would end or nor be continued the following year. Termination rates, non-positive termination rates, and placement rates appear to be significant problem areas for correction in 1979 in the Grand Rapids Consortium and elsewhere, too. These problem areas, however, were apparently sometimes not identified in the end-of-year reports submitted to the Department of Labor, because the actual performance figures were not available until after the date when the two reports were due.

One of the Detroit contractors particularly emphasized the difference between dealing with older youths in contrast with those who are sixteen and seventeen years old. Such youths were seen as much more difficult to place because of Michigan's labor laws, the resistance of local unions to the large-scale entry of these youths on to their turf, and the reticence of employers to work with inexperienced youngsters. Such concerns were echoed by a Kalamazoo YEDPA contractor who complained that the Department of Labor requirements failed to distinguish sufficiently between what program operators could be legitimately expected to accomplish with this younger group as distinct from the older youths who faced fewer barriers in the labor market.

The YETP Experience. Two areas where Kalamazoo's YETP program fell below its planned objectives were in the number of potential high school dropouts to be served and in the amount of training funds to be expended. Both of these shortfalls related directly to a strategic planning decision made at YEDPA's inception to focus during the first year on developing a youth system and on strengthening relationships and coordinating mechanisms with school districts. To move ahead rapidly, it was felt, run the risks of accepting a higher proportion of program failures and of alienating middle management school officials by inviting top school administrators to lean on them. The Upjohn Institute for Employment Research, Kalamazoo's prime sponsor, places a heavy emphasis on establishing program control through a centralized system of program components and careful monitoring. In the view of staff, the decision to postpone ambitious goal setting for youth programs has paid off. As of October 15, 1978, all in-school slots planned for Fiscal Year 1979 were filled, and school districts, as well as the prime subcontractor, the Kalamazoo Valley Intermediate School District (KVISD), have requested that additional funds be made available for the YETP program.

Muskegon encountered several institutional problems in attempting to meet its planned YETP goals. Its high proportion of nonpositive terminations resulted from the elimination of two school districts, the Fruitport and Muskegon Public Schools, after Fiscal Year 1978. The Muskegon Public School system was in the process of reorganizing, and simply deemed the time inappropriate to apply for the funds. Fruitport Public Schools was discontinued after serving fewer than half of the YETP youths to whom it was committed under contract. For its part, the Urban League of Greater Muskegon had intended to use in part YETP money in developing an alternative education program for high school dropouts in Muskegon Heights in Fiscal Year 1979. The bulk of the funding was to come from the State Department of Education until Michigan Attorney General Frank J. Kelly ruled in July 1978 that state funds could not be used directly to support educational programs run directly by private agencies. Arrangements are in process to enable the Urban League to work through the Musekgon Community College, but in the meantime the ruling put a crimp in that particular YETP program.

Actual YETP enrollments for the year were 105 percent of plan in the Lansing Consortium, while actual terminations were 131 percent of planned terminations. This termination activity in excess of program goals took place primarily in the in-school programs. Approximately 80 percent of the prime sponsor's planned enrollments were achieved. A substantial number, however, could be found in the "other positive" termination category, and consisted of youths who chose to remain in school. The excess of actual over planned terminations was largely due to the over enrollment of participants or creation of additional program slots by in-school program deliverers to spend the residual program expenditures that they had accumulated. As a result of the Fiscal Year 1979 cutbacks, this buildup could not be maintained. The overall effect of this termination activity was to reduce the number of participants present at the end of the fiscal year. The actual number of youths carried into Fiscal Year 1979 was only 81 percent of the planned goal.

Coping With Uncertainty and Changes in YEDPA Planning. In YETP, Lansing Consortium program deliverers increased the number of program slots, and in some cases the number of hours allowed under work experience, in order to meet expenditure goals and spend funds accrued as a result of the delay in implementing YEDPA. At the end of Fiscal Year 1978, approximately 80 percent of the Consortium YETP allocation was spent, and the remaining 20 percent was carried into the new fiscal year. By contrast, in YCCIP the option of increasing program slots to spend accumulated funds was not possible because of limitations on the amount of money that can be spent on program costs other than salaries and the need to maintain a 12 to 1 participant to supervisor project ratio. The only unused but feasible option in the view of staff was to expand existing projects. By the end of the fiscal year the expenditure rate had reached 96 percent of plan; approximately 20 percent of the Fiscal Year 1978 funds were carried into Fiscal Year 1979.

Tangible short-term damage caused by federal funding uncertainty elsewhere was minimized, too. As a Detroit veteran of the manpower scene put it, "The impact of the smaller amount of money will simply be a smaller number of projects and a lesser number of participants." But bitterness and concern were widespread over some unusual problems caused by this year's cliff-hanger. If necessary, the Grand Rapids Consortium was prepared to pull back from contractors during the final ten days in September and pool the remaining YEDPA funds in order to assist those who would otherwise be compelled to close down--provided that the contractors would cooperate. This strategy, however, would entail what a beleaguered staffer termed "the horrendous paperwork required to write 29 deobligation contract modifications." Incentive to cooperate with the Department of Labor also dipped to a new low as program operators circulated with a sardonic smile the story of the new contractor who had taken literally the Department's early instruction to expend funds quickly only to be caught too late to react when the signals changed later in the summer. The contract was relatively small so that the matter was handled with relative ease, but what, they speculated, would the person do under comparable circumstances in future years? Some contractors suggested that if Congress did not act on the legislation, all clients should be immediately terminated and let the politicians take the brunt, but, while venting such frustrations, they moved to mitigate the impact of the cuts.

Concern in Kalamazoo County over the delay in passage of Congressional authorization and appropriations was heightened by the considerable publicity that surrounded federal and local actions relating to public service employment (PSE). Shortly before the legislation's expiration date, the Board of Comissioners was told by the Upjohn Institute's PSE project director that funds from other CETA training programs could keep the more than 1,000 CETA employees on the job until October 18. The Board then supported the County Administrator's proposal to send out layoff notices which specified that unless Congress acted prior to that date, the employees would be terminated. The administrator indicated that he was "95 percent" confident that Congress would act by that date. While a few of the smaller contractors determined to take what was termed a "prudent risk" in assuming that they would eventually be reimbursed for CETA paychecks regardless of the technical ending date of the program, none of the large, public CETA employers did so. The City of Kalamazoo and Western Michigan University duly sent the notices and shut down their operations, while the County mailed out two week notices.

The one day break between the layoffs and federal authorization for intra-CETA fund transfers caused little fiscal impact, but it was viewed as an unwelcome preview of coming attractions that would indirectly affect YEDPA. Because of the publcity and layoff notices, local contractors were more sensitive to what was and what might have been. a YEDPA contractor with an extensive track record in the community complained that "I'm worried about losing my credibility with the job stations as a result of these shenanigans. The feds never had the credibility so they're not afraid of losing it." He estimated that about a half-dozen job stations had pulled out to avoid such jagged starting and stopping, and emphasized the need for continuity, consistency, and support as incentives to gain employer support. A Kalamazoo prime sponsor staffer offered the view that "if we had pulled on the schools what we pulled on the PSE projects, we could have lost the whole thing. It would have been a couple of years before we could have gotten back." Kalamazoo and Muskegon manpower personnel also expressed concern that they would lose some of the supervisors for their YEDPA projects whom they are paying with CETA Title VI funds. They did not feel that they would control who would be laid off in order to avoid that possibility.

4. Planning for Fiscal Year 1979.

Given the atmosphere of uncertainty and low morale that characterized the Fiscal Year 1979 planning process, it is perhaps not surprising that these Michigan prime sponsors have not introduced any particularly striking innovations or marked departures from what they did during YEDPA's first year. Those jurisdictions which for a variety of reasons moved more slowly in developing their 1978 plans--Detroit, the Muskegon Consortium, and Kalamazoo--did, however, shore up the changes that they made during the year, and have made some adjustments that bring them closer to YEDPA's legislative intent.

Detroit, disappointed that its contractors did not do more with the opportunity offered by knowledge development, has determined that as prime sponsor, it will play a larger role in such evaluation this year. It has not yet submitted its knowledge development goals and plans to the Region V office, but intends to supply the kind of technical assistance that it faults the Department of Labor for itself failing to provide the contractors last year. The City of Detroit's Manpower Department (CDOM) will utilize its newly created

Grants and Research Division, together with delivery agents that it is in the process of selecting, to take over also responsibility for outreach and recruitment of YETP's out-of-school youths, having concluded that the educational system is better equipped to handle such functions for the in-school youths.

To beef up the quality of its work experience, Detroit is placing greater stress on assuring that the supervisor "will maintain reasonable work standards" and will "not mistakenly overlook poor performance." Work is also to be planned in such a way that participating youths will be exposed to a combination of work assignments. Emphasis is also evident in its FY 1979 plan on inserting more of the components advocated in YEDPA into the Summer Program for Economically Disadvantaged Youths (SPEDY) and on linking SPEDY and YEDPA more closely. In its YCCIP plan, CDOM has not yet completed negotiations with its school system, but is placing greater emphasis than last year on obtaining academic credit for youths as a result of competencies gained on the job.

As a result of testing that it did in its YETP program, the Muskegon Consortium is placing much heavier emphasis in its Fiscal Year 1979 plan on remedial education. Remedial reading programs will be required of all YETP participants who score below the ninth grade level during assessment. To achieve this goal, the Consortium will rely in part on the use of peer tutors. To build more incentive into its work experience, the Consortium will experiment with what it terms a "levelizing" concept in 1979. YETP work experience positions and YCCIP projects will be classified progressively at the entry, mid, and advanced levels, on the basis of the degree of sophistication required and participants will be able to qualify for promotions as well as raises. Promotion from one level of work experience to the next, for example, would include a 5 percent wage increase. Participants would eventually have their overall performance in either YETP or YCCIP compiled on a certificate that would simultaneously serve as a resume, a list of completed activities and learned skills, and a symbol of achievement. The Consortium is also placing more emphasis on what it calls "social area skill training" designed to improve a youth's ability to find and hold a job, on a Vocational Exploration (VEP), and on a referral/placement system component, included as part of CEE, to monitor the participant's progress during the termination phase. The Consortium has also stipulated that 5 percent of each YETP program must consist of youths classified as overachievers, defined as possessing a grade point average (GPA) of 3.5 or above. Patterned after the Reverend Jesse Jackson's PUSH for excellence program, it is intended to create a more effective learning situation by injecting positive peer support and pressure within the YETP program. The YCCIP program is tied partly to the hiring of a forester who will develop a forest management plan for all county-owned land, and design youth and PSE projects accordingly. An initial project will be the planting of 60,000 trees at the county's Wastewater Management Site.

There is a feeling among some Muskegon Consortium staff members that the capacity was simply not there to implement YEDPA effectively during the first year, and time did not allow it to be established rapidly enough. As a result, staff tried various experiments to learn what would work in the course of the year, and now feels more confident about what it has designed. Indeed, they feel that when the intermediate school district withdrew, and compelled the Consortium to scuttle its plan and operate largely on an ad hoc basis, the result was to create a vacuum, thereby enabling the prime sponsor to experiment more widely. Freed from premature closure that might have locked them into a "paper plan," the Consortium could explore new directions which resulted in the eventual development of a stronger second year plan. Progress with the schools remains uneven, but some of the educators cooperating with the Department of Education and Training feel that YETP during the second year may prove more effective than earlier efforts in melding manpower and education.

The main difficulty that led Kalamazoo County to develop only 12 YCCIP positions was an inadequate pool of YCCIP projects. The Upjohn Institute for Employment Research, which as the result of a 1978 reorganization is now in charge of CETA planning as well as operations, has taken steps to create a larger such pool by identifying those PSE projects that could be implemented by youths and submitting those projects as a possible modification to its YCCIP Fiscal Year 1979 plan. The necessity to submit such a modification and the stipulation that the Department of Labor must approve projects prior to implementation, however, may leave Kalamazoo once again with only one approved project in 1979. Only two projects were submitted under YCCIP for the coming year, and one of them, as a prime sponsor staffer put it, "suffered from a maintenance of effort problem." The one YCCIP project was hardly sufficient unto itself to make last year's entire program a success, but it did at least accomplish its goals of building nature trails and producing educational materials for an Outdoor Activity Center.

The YETP program in 1979 is expanding its supportive services to the in-school program, and is providing more employability information to the out-of-school youths. Youth Opportunities Unlimited (YOU), the prime contractor, is also experimenting with the Michigan Occupational Information System (MOIS), and is working informally on job placement with the National Alliance of Businessmen's NAB-JOBS program and with the Michigan Employment Security Commission (MESC). Relying essentially on guest speakers drawn from the private and public sectors, YOU has also launched a series of workshops to provide youths with information on the world of work.

Like several of the other prime sponsors, the Grand Rapids Consortium

(GRAETC) concluded that its YETP program had achieved more of its YEDPA goals and served youths better than YCCIP. YETP encountered fewer problems on site, and more innovations were achieved by the YETP contractors. One of the community-based organizations, the Allegan County Resource Development Committee, thus assigned its youths to supervisors it had identified as particularly well qualified, and held bi-weekly meetings between contractor staff and the supervisors. Another CBO, EightCAP, Inc., developed a three-phase program consisting of part-time work and transitional services for the initial five months, intensified work experience during the summer, and a final month of transitional services and placement assistance. The Wyoming Public Schools followed through on the emphasis on its funding proposal that "the job site will be the main classroom for this program." Like Detroit, GRAETC was disappointed in the limited capability exhibited by its program operators to follow through on knowledge development, and is contemplating a larger prime sponsor role in 1979. GRAETC decided that the most noteworthy achievement of its YETP program was the ability that all five of its contractors exhibited--three CBO's as well as two LEA's--to negotiate successfully for academic credit. GRAETC was least sanguine about developing worksites next year that would accommodate a sufficient span of their participants' career aspirations, concluding in its YETP annual report that "admirable as YEDPA's goal of matching jobs with career aspirations is, legal, regulatory, and traditional limits far overshadow that goal in practical terms."

GRAETC began its 1979 YEDPA planning process in the spring in order to avoid the time pressures comparable to the previous year. That process was unfortunately somewhat simplified by the absence of significant grant competition from agencies not involved in 1978. Only one new contractor emerged in

YETP, and the list of YCCIP contractors was no different from the previous year. The Planning Committee subsequently had to petition GRAETC's Advisory Planning Council to allow revisions in the two annual plans that would bring them into compliance with changes in the Department of Labor planning format. Those changes caused considerably less stir than the funding uncertainty. As one GRAETC staffer wryly observed, "Our planning worked out perfectly, but the figures threw us off."

The Lansing Consortium had a longer history of cooperation with the schools in youth programming so its routines were more firmly established and required fewer adjustments in 1979. Funding levels and the expected number of participants to be served closely paralleled the previous year. In YETP, one classroom training program delivered by a private training institute was not refunded due to poor program performance. The proportion of YETP funding allocated through LEA agreements remained at 78 percent from FY 1978 to FY 1979 One new program deliverer was added in YCCIP. Although there was a percentage increase in the Consortium allocation to LEA's for YETP in-school programs, total LEA funding in 1979 will increase by only $28,724; out-of-school funds are expected to increase only slightly, too.

The Consortium is anticipating a 30 to 40 percent cut in its YEDPA allocation as a result of the shift from a 9 to a 12-month operating basis, the failure of Congress to pass the proposed $500 million supplemental youth appropriation, the carry-in of 27 percent of FY 1978 funds, and the availability of only 93 percent of last year's funding level. Locally, the expected decreases have led program deliverers to reduce the number of participant slots and to cut the size of youth program staffs. Careful program planning by LEA's, an essential element in Fiscal Year 1978, is expected to be less extensive activity in 1979, as program operators assign a high priority to making only limited cutbacks in services to participants and in the overall number of participants served. Because of this sizable decrease in the funding level, the amount available for the 10 percent YETP mixed income knowledge development experiment will similarly be decreased. To maintain the sample size at a sufficiently high level, the Consortium decided only to fund the experiment participants above the 85 percent lower living income standard level with the 10 percent monies, and to fund CETA-eligible experiment participants with regular YETP funds. The experiment will be similar to last year except that a control group of 30 students has been added. These students, while not receiving YETP training, will be administered identical pre- and post-program tests in order to measure their employability skill progress without program participation.

5. The Quality of Prime Sponsor Data.

To run knowledge development experiments and effective programs generally, prime sponsors are aware that they must possess data that is accurate, reliable, and comprehensive. In meeting their data needs, all of them assign a high priority to maintaining efficient and strict management information systems (MIS). These sytems are devoted largely to insuring that federal grant requirements are met. Federal contract stipulations determine much of the data collected by these monitors. Cues as to the success of this program assessment function are derived primarily from the Department of Labor Region V office and from living up to the performance standards delineated by the national MIS. When asked about the reliability and accuracy of their systems, prime sponsor staffers thus point, in the case of the Muskegon Consortium and Kalamazoo County, to high ratings on field audits and, in the case of GRAETC, to a record of never having had a disallowed cost. The Lansing Consortium's Operations Department was among the first jurisdictions in Region V to computerize its MIS, and also places great emphasis on running its programs economically and efficiently.

Maintaining the accurate and reliable performance indicators, then, is regarded by these jurisdictions as a matter of survival. Considerable organizational energy is devoted to verifying the YEDPA data through contact with schools, site visits by monitors working for the prime sponsor, checking with the Michigan Department of Social Services on AFDC status and with the Michigan Employment Security Commission on unemployment insurance status, and, where necessary, through conversations with neighbors. Prime sponsor staff members also review the data for consistency. For example, the Muskegon Consortium administers monthly participant evaluation forms and also periodically asks the participants to evaluate the supervisors. Staff has checked these responses for consistency, and believes them to be accurate, since the responses fall into reasonable patterns and the answers are not extreme.

The original sources of program data are the individual program deliverers who must submit several kinds of monthly reports. It is these reports that evoke the most bitter complaints about red tape from the contractors--complaints that are particularly vociferous, because unlike the prime sponsors, they assign a relatively low significance to the type of quantitative monitoring and assessment functions performed through the MIS. The vehemence of their complaints is perhaps the best unabtrusive measure of the accuracy of the data collected in these jurisdictions.

6. Evaluation of Youth Programs.

Prime sponsors vary considerably in the degree to which the scope of their evaluation activities moves beyond federal requirements, but in all cases they are scrutinizing CETA in greater detail YEDPA is not the stimulus for this changing approach, but knowledge development has captured the interest of these local prime sponsors, and it has been woven into their research and evaluation plans. The Grand Rapids Consortium does not collect more data than the Department of Labor requires. All YETP projects are monitored fiscally and programmatically on a monthly basis, with contractors required to describe methods they will use to correct deviations that vary more than 15 percent from planned performance. GRAETC's contract administrators analyze contractor descriptions of proposed corrective action, concur or disagree with them, and work with the subcontractors to eliminate deviations. YCCIP projects are monitored in a similar fashion on a quarterly basis. The entire YCCIP and YETP programs are monitored in the same way with GRAETC program officers assuming responsibility for analyzing deviations, taking corrective action, and reporting program performance to the Executive Director and to the Consortium's Monitoring and Evaluation Committee. Kalamazoo County also places considerable emphasis on the monitoring routines used to collect data required by the Department of Labor, but compiles some additional information, too. Sometimes it subdivides federal classifications, but it also includes additional variables. For example, under YEDPA it has broken down the positive and nonpositive termination categories into a sizable number of subcategories in order to determine more precisely what is happening to the youths. It is also asking contractors to record the census tract from which the youth comes.

The Lansing Consortium has developed an ambitious Evaluation Department, separate and distinct from the units that handle MIS and fiscal performance. This Department has collected and analyzed considerably more data than is required by the Department of Labor, and is running a mixed income knowledge development experiment for the second year. It has also independently evaluated its summer SPEDY program, collected participant job retention data on a 30-60-90 day basis, and done a pre- and post-program participant wage analysis.

The Operations Unit primarily collects the necessary monitoring information, but it is also vested with responsibility for insuring that activities and agreements, including LEA agreements, are carried out as specified in the plan.

The Muskegon Consortium is another prime sponsor that has conducted evaluation activities extending beyond federal reporting requirements. In CETA's Title I, as well as Title III, it has collected assessment information twice a year concerning reading and math levels and client charactertics as well as labor market information not mandated by the Department of Labor. Under YEDPA, it has administered Hartman and Rokeach value inventories to its participants, performed monthly participant evaluations, and done analyses of its system components.

Solidifying Knowledge Development. In the frenzy and confusion of implementing YEDPA, evaluation in the form of knowledge development experiments was generally pushed to the back burner until the program was in place. As Kalamazoo County explained in its YCCIP Annual Report, "In light of the time constraints under which the program was operated and the lack of information on knowledge development at the onset of the program, no extensive knowledge development goals were established." Indeed, the Grand Rapids Consortium YCCIP Report observed, "There is still a great deal of confusion at the local and regional levels as to the form and substance it should take." Where methodology for such evaluation was not already in place in a prime sponsor jurisdiction, it simply was not possible to become concerned about focusing on developing such capacity.

Even this brief exposure to the kind of qualitative and substantive evaluation articulated under knowledge development, however, produced some movement. In the case of the Lansing Consortium where such evaluation capacity existed, the YEDPA guidelines influenced the prime sponsor's research agenda. Prior to the implementation of YEDPA, no previous knowledge development or evaluation experiments had been conducted with area youth programs. YEDPA led to a mixed income experiment and other inquiries, too. Where the capacity either did not exist or could not be brought to bear, 1978 seemed to evoke some ideas that are being pursued in 1979. In Detroit, where proposals were previously vague, the City by the time of its 1979 YEDPA plans had joined with selected contractors, and planned to test the hypothesis that "the particular problems of urban youth can be more effectively addressed by using the accountability-oriented management techniques of a business organization to design and develop an alternative educational system rather than the traditional school system." The Muskegon Consortium had designed a knowledge development experiment that was abandoned when the intermediate school district withdrew from YEDPA, and had then administered a series of attitude and achievement tests on its youths. Building on these first steps, it is now aggregating and analyzing its findings, and in 1979 has added a control group in order to measure more accurately the likely impact of the programs themselves.

The evolution of knowledge development in the Grand Rapids Consortium suggests that while progress is unlikely to be dramatic, in the long run it may be significant. Confronted with the confusion caused by the concept of knowledge development in the 1978 administrative guidelines, GRAETC responded with a twelve-page memorandum which it mailed to all contractors. After tracing the legislative history of YEDPA, defining knowledge development, and providing examples of activities that might be implemented, it asked each contractor to identify at least one knowledge development activity that could be incorporated as a modest experiment along with their primary YEDPA concerns. Because of the small size and labor intensive nature of the YCCIP grant, however, it indicated in its first year YCCIP Annual Report that it had placed more emphasis on such activities in YETP than in YCCIP. Contractors responded in four out of five cases with commitments to implement knowledge development experiments between June and September. GRAETC chose to rely on self-evaluation of the experimental outcomes by the contractors themselves, partly because the Consortium has had little experience with project evaluation and partly because such self-evaluation would be less threatening to the contractors. Consortium staffers were somewhat disappointed with the limited follow-up on this commitment. They found that the contractors had often failed to implement activities, needed more objective means for evaluating their hypotheses, had generally not produced particularly innovative activities, and had difficulty implementing projects that involved a small number of participants. The Consortium then called a meeting of its contractors on November 1, shared these findings, and encouraged the agencies to repeat their experiments but to formulate them in a more useful manner and to work more closely with the Consortium staff in carrying them out in 1979. The contractors would then hopefully reformulate their experiments accordingly. While any positive assessment of this knowledge development learning process would be premature, derisive criticism of the limited findings to date would be premature, too.

7. The Summer Youth Programs.

The Summer Program for Economically Disadvantaged Youths (SPEDY) particularly pleased the YEDPA service deliverers because it held out the possibility of increasing the number of summer placements for students in the in-school program. Such participants were identified, and received services under SPEDY, and in several jurisdictions were then transferred into YETP when the school year began, thereby assuring continuity of youth services and work experience on a full-year basis. This process was facilitated in the Lansing Consortium where the summer SPEDY program was delivered by the same four area school and intermediate school districts responsible for implementing the 1978 and subsequently the 1979 YETP in-school programs. The Consortium designed SPEDY to be implemented in much the same way as the career employment experience activities in the in-school YETP programs.

In the Grand Rapids Consortium, too, there were extensive links among YCCIP, YETP, and SPEDY, and as in the other locations, jobs, pay rates, and supportive services remained largely unchanged. Since four of the six YEDPA contractors were also SPEDY contractors, intratitle transfers posed no particular problems. GRAETC encouraged this kind of a result by issuing a single request for proposals (RFP) for YCCIP, YETP, and SPEDY. The ease of transitioning the YETP youths between the winter and summer programs also proved a useful selling point to convince reticent contractors, nervous about increasing the risk of disallowed costs, to serve economically disadvantaged youths exclusively; the YETP youths would then all qualify under the more stringent SPEDY administrative guidelines. Agreement on this point largely explains why 97 percent of the YETP participants were classified as economically disadvantaged, and how GRAETC was thus able to meet one of its Consortium goals. Eventually, though, this jurisdiction and the others were unable to transition as many of the youths from SPEDY into YETP as they had intended because of the Fiscal Year 1979 federal funding complications. Kalamazoo utilizes the same primary contractor, YOU, for its summer and regular youth programs which simplified the transition process here, too. In the Muskegon Consortium, coordination was less evident, as the intermediate school district, while remaining aloof from the YETP program, continued to run the summer SPEDY program. Some competition for job sites occurred, and the kinds of YETP quality components that some contractors elsewhere were carrying over from their regular 1978 youth programs surfaced less frequently.

There is little evidence of any difference between the job sites used during the 1978 SPEDY program and previous years. As a Detroit manpower executive explained, "we had to go with the usuals." While there is a limit to what can be done with short-term, labor-intensive jobs, though, some contractors felt that they were at least linking the positions to more services than was previously true. The Grand Rapids Public School system experimented with a remedial reading program for some of its youths on a voluntary basis; Kalamazoo's YOU communicated more career information to the out-of-school youths than in previous summers; and within the Lansing Consortium, several schools worked more extensively with career exploration and career orientation workshops. But counselors and administrators in the SPEDY program were cautious in their assessments. A counselor did not want the work experience to take on "too much of a school mentality" for youths who need something different from an extension of school. An executive complained that by February, much of the gain would wash out, because the schools would not follow up with the youths quickly enough when bad habits reasserted themselves. By the time that they did, it would be too late. There were also complaints about the way that "SPEDY batches 'em through."

Certainly the SPEDY enrollments were sizeable, and create something of what one executive termed "a nightmare to administer." Kalamazoo enrolled 829 participants, the Muskegon Consortium approximately 1,000, the Grand Rapids Consortium 2,477, and the Lansing Consortium 1,727 youths. But the little data available beyond enrollment and financial figures seemed to suggest that the participants were deriving some benefits. Two random sample surveys of SPEDY worksites monitored by GRAETC found almost all of the youths at a total of 23 locations productively engaged at such places as a clothing center sewing project, a Health Department, and a park. YOU indicated in its summer report that when it followed up 30 days later on why youths terminated from its SPEDY program, it found that 80 percent returned to school, 3 percent were employed, and 5 percent were in another manpower program; 4 percent were unemployed and 8 percent could not be located.

An analysis by the Evaluation Unit of the Lansing Consortium yielded some interesting findings worthy of further study. The researchers asked whether the type of job performed by a SPEDY participant is dependent on the type of agency--school, government agency, or community-based organization--that provides the worksites for the youths. Analysis of the 1,384 Fiscal Year 1978 SPEDY worksites revealed that half of all participants were placed at a school-based worksite, 30 percent were placed at an agency, and 21 percent at a CBO. The high proportion placed at the schools and low proportion identified by the CBO's took on added significance when the tendency emerged for school-based worksites to provide maintenance jobs and government agencies to make available clerical positions, while the CBO's were most likely to supply a variety of jobs such as security guard, library aide, lab assistant, and teacher.

PART TWO: ISSUES OF PRIMARY CONCERN IN EVALUATING YOUTH EMPLOYMENT LEGISLATION LOCALLY

The Michigan prime sponsors examined in this study have by and large complied with the goals and subsequent administrative guidelines articulated through YEDPA. The priorities assigned to various program activities and organizational mechanisms, however, differ markedly depending on what is of primary concern to a given locality when the new program is announced. YEDPA is sufficiantly flexible so that when prime sponsors viewed it as either necessary or desirable for CETA programs generally or youth programs in particular to move in a particular direction, they were able to adapt YEDPA, particularly YETP, accordingly. In every case such adaptation was legal and straightforward, but the result was a series of youth programs that reflected not only national priorities but also local adjustments to differing environmental constraints, opportunities, and needs. Those opportunities increased when the state of Michigan passed its own youth programs, and determined to channel its funding too through the prime sponsors.

Shifting environmental concerns create unique contexts within which prime sponsors, if they recognize the resulting choices, can maneuver. By 1978, several of these jurisdictions had formulated some priorities on where they wanted to go, and as CETA generally took on an increasingly local organizational character, YEDPA, while still performing its primary functions, settled quite differently into the various jurisdictions. To understand how YEDPA relates to these areas, it is necessary to examine it within the context of prime sponsor progress generally. This section begins with a review of state youth program activity and its implications for the prime sponsors. It then examines the relation of cooperative assessment, as developed by the Muskegon Consortium for YEDPA, to a desire within the Consortium to formulate a CETA-wide manpower system. The Lansing Consortium's move to solidify and extend its LEA agreements reflects a long-standing priority within that jurisdiction, previously pursued on a somewhat different and smaller scale, to facilitate a closer linkage for youths between manpower and education. The widespread and numerous initiatives in Detroit to involve the private sector, schools, unions, and the prime sponsor jointly in youth planning and programming has already achieved an impact on YETP and YCCIP, and seems likely to shape it even more in the future. In Kalamazoo, the prime sponsor is a private nonprofit agency which has become well known nationally for the systems approach that it has brought to CETA. In coping with YEDPA, the Upjohn Institute for Employment Research assigned a high priority to developing an effective youth system as an integral part of the solution.

1. The Emergence of New Youth Employment Programs at the State Level: The Case of Michigan.

No study of the implementation of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) in Michigan would be complete without citing progressive and complementary steps by the state's governor and legislature to enact laws similar to YEDPA.

Recognition of the problem posed by youth unemployment was accompanied by particularly vigorous statements by Michigan's elected officials and their allies. According to the Youth Task Force created by Speaker of the House of Representatives Bobby D. Crim, "The problem of youth unemployment is so massive in Michigan, in fact, that both state and federal programs, even the most recent, barely make a dent and principally only serve to prevent the problem from becoming worse."[1] The state's chief executive publicly endorsed youth employment appropriations in his "State of the State" message in early

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[1] "Preliminary Report of the Youth Employment Task Force," Michigan Speaker of the House of Representatives, Lansing, February 16, 1978.

1977. Governor William Milliken, in establishing youth employment as a priority for his administration, observed that "No matter how well our system may function in other respects, we fail in our responsibilities if we do not meet the needs of our young people, and particularly their desire to obtain suitable employment." Reflecting the somber tone conveyed by the governor and the legislature, Patrick Babcock, Director of the Michigan Department of Labor, expressed frank and unvarnished concern:

> We must accept the fact that many types of remedial employment services do not, for the most part, enable our youth to become truly employable. I am concerned by cautious adminstration and less than total commitment to solving our nation's youth employment crisis. The system has attended to each political crisis, but the problem is still with us. The system has produced a bureaucratic paradise, but few solutions.[2]

Babcock then proceeded to spell out, in broad terms reminiscent of the U.S. Department of Labor's "Planning Charter for the Youth Employment and Demonstration Projects Act," his own prescription for solving the problems of unemployment and underemployment among Michigan's young people.

Youth Employment Programs Available in Michigan. Before the legislative flurry of youth programming activity which began in Lansing in the spring of 1977, there were a number of state and federal programs already in operation. The Summer Program for Economically Disadvantaged Youth (SPEDY), funded under Title III of the Comprehensive Employment and Training Act (CETA), brought approximately $26 million into the state in 1977. The Job Corps, also a component of CETA, maintained a center at one site in the state. The Youth Conservation Corps, administered by the Michigan Department of Labor, created projects that were supervised by the State Department of Natural Resources. Finally, a Department of Highways and Transportation program, funded at $950,000 in 1977, provided summer jobs to youths.

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[2] "LABORegister," Bureau of Community Services, Michigan Department of Labor, March, 1978, page 59.

The State of Michigan authorized three new programs, however, as a consequence of the rapidly expanding national awareness of the magnitude and implications of joblessness among young people who, under normal circumstances, should have been completing high school, entering college, or entering the world of work. These three state youth initiatives were (1) Michigan Summer Jobs, 1977; (2) The Michigan Employment Program; and (3) The Michigan Youth Employment Clearinghouse.

Michigan Summer Jobs, 1977. Governor Milliken proposed a permanent $10 million youth employment program in his State of the State Message in early 1977. His proposal entailed training approximately 2,500 youths between the ages of fifteen and twenty-one to install winterization materials and insulation in the homes of low-income persons. An interesting feature was that the program required that some of the youth participants be juvenile offenders.

The governor's proposed $9.25 million program was introduced into the House of Representatives in the spring of 1977 and passed with little controversy. At approximately the same time, however, State Senator Kerry Kammer introduced a different $10 million youth employment program in the Senate. His bill, popularly known as the Work Opportunities Resources Corps (WORC) bill, called for the creation of 6,000 jobs for youths between the ages of fifteen and twenty-one. As originally proposed, youths would work in park cleanup, river beautification, erosion control, wildlife and habitat management, lake mapping, campsite construction and trail development.

While both bills progressed through the legislative mill in May and June, it became increasingly evident that political lines were being drawn between the bill supported by the governor (the Kehres bill) and the Kammer bill. The director of the Michigan Department of Labor criticized the Kammer bill as providing only dead-end jobs. Democrats responded by ridiculing Milliken's proposal to, as they put it, "send felons into private homes to work."[3]

On June 29, 1977, the parties reached a compromise that reduced the Kammer WORC bill to $5 million and 3,000 jobs and the Kehres bill to $5.2 million and 1,100 jobs. The Kammer bill was to be administered by the Michigan Department of Natural Resources, with a significant portion of funds going to units of local government. No income eligibility requirements were required for enrollment in WORC. The Michigan Employment Security Commission handled recruitment and enrollment. The Kehres bill was to be administered by the Bureau of Community Services of the Michigan Department of Labor, with most of the funding for insulation and weatherization activities going to community action agencies (CAA's). Unlike the WORC program, the insulation and weatherization program emphasized enrollment of youths from poor families. Two economically disadvantaged youths were to be hired for every one adjudicated youth.

Unfortunately, however, the process of reaching compromise between the two youth bills seriously delayed final enactment. By the time the governor had signed the two bills, many needy youths had already been out of school and jobless for a month. It then took approximately three weeks for the two state departments to begin implementation, followed by an additional two or three weeks for local implementation. The first youth was hired on July 25th, but most did not begin work until the first or second week of August. For these two ten-week summer programs, then, late start-up was a serious problem.

State administrators also complained about the poor quality of the grant applications resulting from the pressure to get WORC and the insulation and weatherization program off the ground. Local administrators, on the other hand, complained about inadequate time for planning or for training supervisors.

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[3] "Macomb Daily," June 10, 1978.

Time constraints also severely limited their ability to match the job with the youth. Members of the legislature, taking their turn, complained because state administrators had not begun to "gear up" as soon as it was obvious that the two bills would pass.

Ironically, one of the few "positive" conclusions reached by the agency that evaluated the implementation of the two 1977 summer programs was that the rush had increased the ability of state and local administrators to produce under hurried conditions.[4] The evaluators apparently did not ask whether there was any merit in being compelled to hurry a program into operation.

Both summer programs expired on September 30, 1977. The Michigan Department of Labor reported that 5,437 youths were enrolled by the twenty-seven community action agencies participating in the insulation and weatherization program. The Department of Natural Resources indicated that 3,728 youths were enrolled in its WORC program. Since both summer programs had been proposed and enacted as permanent programs, they were implemented again in the summer of 1978. Information about their outcome is not presently available.

The Michigan Employment Program. The Michigan Employment Program (MEP) was enacted by the legislature in October, 1977, and $10 million was subsequently appropriated to the program. The program is distinctive because it complements the State's summer youth programs by providing a year-round employment and training program. MEP's purpose also differs from past programs funded by the State. Using a flexible approach to program choices, the Act is intended to place people from low-income families in jobs in the private sector. In this case "low-income" is defined as any family's income which does not exceed 125% of the poverty level established by the federal Office of

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[4] "The 1977 Michigan Summer Youth Employment Programs: A Report on Implementation Issues," Michigan Association of Children's Agencies, 1977, page 7.

Management and Budget. The program's ultimate goal was to place 4,500 enrollees in unsubsidized jobs in the private sector by the end of 1978.

Although the MEP Act and its subsequent administrative guidelines did not identify specific age groups to be served, the Michigan Office of Management and Budget added four program-related policies after appropriations were allocated:

--Young people should receive special consideration. It was decided that the inordinately high unemployment rate of youths between the ages of sixteen and twenty-four warranted such an emphasis.

--Those most in need of services should be given preference. The relatively high unemployment rate of certain population groups required special attention.

--The youths and other significant segments should be placed in jobs that were new. Under no circumstances should they displace existing workers.

--Participants should be put in relatively high paying jobs.

Additionally, MEP emphasized the importance of school retention or return to school for dropouts. Thus, while youths were not initially singled out as the target group for MEP, they became its primary beneficiaries.

MEP stressed the importance of placing youths in jobs that provide some career orientation. To that end, Section 39(g) of Michigan Public Act 100, which appropriated MEP's funds, stated that "Provision shall be made to provide employment opportunities in the private sector that have the potential for productive and meaningful career opportunities commensurate with individual skill development."

A number of similarities between MEP and YEDPA are apparent. Indeed, $256,621 of YEDPA money granted to the State of Michigan was used to fund the salaries of the nine staff members responsible for planning, monitoring and administering MEP. What distinquishes MEP from its federal counterpart is its programmatic flexibility. While on-the-job training is a focal point, the State's guidelines for that training are simpler. Another signficant example of programmatic flexibility is the large portion of MEP funds used to place the applicants directly in jobs with private for-profit businesses, a feature which many Michigan CETA prime sponsors envy.

Implementation of MEP began in January, 1978. Although the first contract became effective in December, most of the first stage contracts were executed between January 3 and April 3. MEP was implemented in four stages which include some intriguing variations in program design:

--MEP I: Contracts totalling approximately $1.5 million were signed with eleven community action agencies throughout the upper and lower peninsulas. The goal of the first stage was to provide employment and training services to approximately 325 persons and then place them in private sector jobs. The program actually served 590 persons, of whom 83 percent were under the age of twenty-one. Females constituted 40 percent of those enrolled. A very high percentage, 86 percent, were classified as economically disadvantaged, and 88 percent were unemployed at the time of enrollment.

--MEP II: The Michigan Department of Labor executed 17 contracts directly with private for-profit employers to provide jobs. Seventy percent of the participants were under the age of 21. These contractors included Chrysler Learning, Inc., Champion Billiards, Inc., Community National Bank of Pontiac, Perry Drug Stores, Burger King, and Ultra Carbon Corporation. On-the-job-training was a program activity in all seventeen contracts, and classroom training was a feature in five of them. A total of 320 persons were eventually enrolled under MEP II at a cost of approximately $868,000.

--MEP III: This stage of MEP was similar to MEP II, except that the Department of Labor did not become directly involved in outreach, intake, or participant selection. Those activities were contracted to third parties, who then turned the applicants over to private sector employers for OJT and classroom training. MEP III was a $2 million program designed to enroll 1,200 people. Examples of such private sector employers were Sun Brite Auto Reconditioning, All-Carpet Care, Grandview Duplication, Tito's Donuts, and Horizon Engineering. Sixty-six percent of the MEP III participants were under the age of twenty-one.

--MEP IV: This stage came into operation in June, 1978, and all of the twenty-seven contracts were scheduled to terminate at the end of the calendar year. MEP IV contractors are employment and training agencies such as the Kent Community Action Program, Kandu Industries, Jackson County Department of Social Services, and the Inter-Tribal Council of

> Michigan. MEP IV was designed to be a $5.3 million component which would create approximately 2,900 jobs. An interesting feature of MEP IV is that it permits up to 100 percent reimbursement for the wages of participants in on-the-job-training. Like MEP III, MEP IV frees the Michigan Department of Labor from the responsibility of finding employers and screening program applicants.

As of September, 1978, slightly more than 80 percent of the $10 million MEP program had been obligated, and it was anticipated that the entire appropriation would be obligated by the end of the fiscal year. An evaluation of the program is scheduled for release by mid-December. The Michigan legislature has allocated $2.5 million for MEP in Fiscal Year 1979, but it appears that much of the urgency Michigan's political leaders felt in early 1977 has eased.

The Michigan Youth Employment Clearinghouse. The Youth Employment Task Force was created by Michigan's Speaker of the House Bobby D. Crim in May, 1977. Its membership included representatives from the legislative and executive branches, academia, organized labor and private citizen groups. The task force met for ten months, examined the nature and scope of the problem of youth unemployment in Michigan, and then produced two legislative proposals. The first proposal, which became law in September, 1978, was for a clearinghouse of information about federal, state and local employment programs. Funding for the clearinghouse eventually consisted of $211,000 drawn from YEDPA. The second proposal not yet enacted, was for a $20 million school completion and work experience program.

When the Task Force proposed the activation of a clearinghouse, it identified five problems that warranted correction: (1) Absence of in-depth impact evaluation criteria; (2) Minimal cooperation and coordination among the federal, state and local public and private agencies involved with youth employment; (3) Absence of shared information about successful youth programs; (4) Lack of systematic accountability and legislative involvement with the more than $108 million in federal youth funds entering Michigan; and (5) Lack of sufficient effort to coordinate the State's role as a permanent partner with the federal government in youth employment programs.

The task force noted that as a result of these problems, current programs remained shrouded in mystery, repeated each other's mistakes, failed to serve some youths, and wasted taxpayers' dollars.

As finally enacted, the Michigan Youth Employment Clearinghouse will operate within the Michigan Department of Labor. It will collect data on unemployment among people from 14 to 23 years, evaluate youth employment programs, and recommend ways to provide jobs to young people in Michigan. The clearinghouse is scheduled to begin operation early in 1979.

The Failure of Federal and State Youth Employment Programs to Coordinate. Coordination and cooperation among units of government are elusive ideals. They remain ideals partially because of the amount of energy that must be continuously expended to make them realities, and partially because of territorial boundaries governments impose on themselves and others. The early months of 1977, though, provided an unusual opportunity for cooperation between the federal and state governments in programming for youth employment. Yet, in the experience of one staff member of a CETA prime sponsor which received approximately $3 million in federal youth employment funds that year, attempts to coordinate federal with state funds that were becoming available for almost identical purposes were minimal. When Kent Community Action Program in Grand Rapids received a MEP I grant for $276,875, the agency did coordinate services under that grant with similar services it was providing under two federal YEDPA grants. Staff of the operating agency, the CETA prime sponsor, and the Michigan Department of Labor worked together to develop a process for assuring that youths enrolled under the more liberal income guidelines of the State grant would not later be deemed ineligible under the more restrictive federal income guidelines. That example of cooperation is an isolated one, however, and was totally dependent on the willingness of all the parties to work together. Needed instead are a set of provisions that would, initially at least, compel parties to meet periodically to discuss such substantive issues as who should be served, where in the state they should be served, what kinds of services are most needed, and how such administrative barriers as conflicting federal and state guidelines can be overcome.

Too Little, Too Late. Efforts to implement federal and state youth employment programs demonstrated that the two levels of government also erected a common barrier to effective programming: insufficient time. The state summer employment programs in 1977 were plagued by late start-up, inadequate time for planning, and general failure to recognize that inadequate lead time for state and local bureaucracies would, of necessity, delay the employment of youths virtually until the end of the summer when most participants would return to school. Every CETA prime sponsor has, at one time or another, experienced these same problems of delayed legislation, unrealistic grand deadlines, demands for rapid start-up from the funding source, and inevitable underenrollment and underexpenditure of allotted funds. Despite annual exhortations to avoid a repetition of last year's mistakes, the legislative and executive branches of federal and state governments still cannot seem to come to grips with the simple but fundamental need for sufficient time to facilitate rational planning procedures. The problems experienced by Michigan in implementing its youth employment programs are thus to some extent a microcosm of those experienced at the federal level by YEDPA.

First Steps in Coordinating Michigan and National Youth Employment Programs. The Michigan Youth Employment Clearinghouse may herald the beginning of change in cooperation between levels of government in the area of youth employment. Improvements in the current fragmented situation may come about if it can widely disseminate current and reliable information about existing and pending federal, state and local programs; if it can propose specific and achievable areas of potential cooperation; and if it can exert the persistent energy required to draw funding sources, operating agencies and youths together to convince them that cooperation is in their self-interest.

No single effort, however, can guarantee success. Other steps must be taken. One such recent innovation by the Michigan Department of Labor deserves recognition. The Department is requiring every applicant for Fiscal Year 1979 MEP funds and every applicant for Special Governor's Grant funds under YEDPA to obtain written acknowledgement from the appropriate CETA prime sponsor that the agency is applying for these monies. The signed acknowledgment form must accompany the applicant's proposals to Lansing. Applicants must simultaneously provide a copy of their proposals to the CETA prime sponsor. The prime sponsor may then choose to evaluate an applicant's proposal, using a form developed by the Michigan Department of Labor, and that evaluation may be incorporated by the State in reaching its funding decisions. For the first time, prime sponsors will then know the names of applicants for other youth employment funds in their geographical jurisdictions. If information is a key to federal-state cooperation in youth employment programs, the recent innovations just described may unlock at least one door.

2. Cooperative Assessment and the Quest for an Overall Manpower System: The Case of the Muskegon Consortium

The Muskegon/Oceana Consortium has been moving towards the goal of a central cooperative assessment for a number of years. This movement was, in part, an answer to the Federal and State emphasis on the need for increased linkages and intergovernmental coordination and in part an effort to organize the Title I agencies into a comprehensive system. For the Muskegon/Oceana Consortium, this move has been a long hard process, replete with many political battles with the state of Michigan and the Federal government, which wanted the Michigan Employment Security Commission (MESC) to serve as such a focal point, and with the competing subgrantees who were holdovers from the categorical grant programs of the sixties and claim that such centralization is an infringement on their rightful territory.

Centralizing the "Front-end" of the System. Until 1978, each subgrantee funded under Title I CETA had its own informal assessment process. Only occasionally were standard, formal tests utilized. A potential participant would enter the office of any Title I subgrantee, and would receive an assessment on the premises. The participant would usually be given whatever services that particular subgrantee had to offer. Because of this persisting tendency for each program to act as a self-contained entity, participants were rarely referred to another subgrantee where a particular need might better be served.

This ineffective an inefficient system was challenged in 1978 when the Muskegon/Oceana Consortium, acting on its "intergovernmental coordination and linkages" mandate, began to centralize the system's components. The Muskegon/Oceana Prime Sponsor chose as a first step in developing CETA into a comprehensive system in Muskegon to centralize the "front-end," or assessment process, of the newly developing comprehensive system. The most dramatic issue raised by this policy centered around the question of which agency would serve as the focal point for intake. The Consortium chose to house the assessment process in the Opportunities Industrialization Center (OIC).

In 1978, the front-end of the comprehensive Title I system was thus put into place with the creation of the centralized pre-service assessment, and combined with the development of the "case conference." After assessment and certification, participants are thus referred to one of the subgrantees as a result of a weekly conference attended by all agencies active in Title I. Agencies tend to participate through altruism, self-interest, and the expert's drive to communicate information into the system. In 1978, then, control was gained over the front-end of the CETA Title I system by centralizing the assessment process and then by coordinating how participants are referred to the individual subgrantees.

Hitching the Middle and End to the Front of the System. In 1979, the CETA Title I system will become even more comprehensive with the institution of "facilitators" and the addition of a "job placement conference." All subgrantees will again participate in a job placement conference--a mechanism through which all participants shall be discussed on a case by case basis and then referred out of the CETA system.

The facilitators, employees of the Consortium itself, deal mainly with the middle of the Title I system by monitoring and assisting in the movement of participants through the components of the CETA Title I system. In 1979, then, the Title I system will become more comprehensive: just as the front-end has already been centralized, so the middle will then be monitored through the facilitators, and the end coordinated through the job placement conference. This trend is expected to continue with the eventual introduction of a post-test assessment for the purpose of quality control. Programs that prove more effective in the testing of clients are then supposed to fare better in subsequent funding competition. Not surprisingly, the driving force behind these consolidation efforts has been the executive leadership of the prime sponsor. The cooperative assessment system was seen as the lynchpin to the implementation of that system.

Emulating the Title I System in Title III. Since the Department of Employment and Training (DET) was primarily concerned with centralizing its overall manpower system in 1978, it is not surprising that in its plan DET patterned its Title III priorities after Title I, and focused here too on program implementation rather than policy innovation. Cooperative assessment again was used to "line up the ducks." It was also utilized to create a pool of youth from which the Title III subgrantees could draw their clients.

The original Title III plan called for the creation of a series of specialized subgrantees to which youth would travel to receive services. Such a system would eliminate duplication of effort and streamline the delivery of services. DET would create Title III system from the start, and thereby eliminate the inevitable problems that occur at a later point in time when independent agencies are compelled to surrender autonomy to bring about the advantages of a centralized system. The problems associated with this approach killed it from its inception. Youths are not as mobile as adults which made it difficult to travel to the various components. And since a wealth of assessment data already existed on youths from the State of Michigan and from local educational agencies, launching a new centralized intake process would yield fewer advantages. The alternative was then explored of bringing a comprehensive system to the non-mobile clients. This would be done by housing the entire Title III system in the intermediate school system. The Muskegon Area Intermediate School District (MAISD) had its own overall procedures and for a long time had handled youth employment and training through its Title I in-school programs. After protracted negotiations MAISD and DET found themselves unable to mesh their two systems, and in February 1978 discussions broke down. DET managed to line up some schools to run the Title III program, but now did not have an overall plan.

Gaining Manpower Access to the Schools through Sympathetic Educators. During that spring, however, DET took several steps that enabled it to coordinate more smoothly with its LEA's. Closer linkages were established with those groups within the schools who are accorded more flexibility in dealing with disadvantaged youths--Adult Education, Alternative Education, and counselors working with the population defined in YEDPA. Channeling resources through these groups proved mutually beneficial, since they lacked sufficient resources to reach out into the community effectively. Furthermore, Adult Education and Alternative Education staffers have argued for years that the traditional school system is not effective in meeting the needs of the Title III population and that education for these people needs to be directly related to the real world of work. The interests of these groups and DET thus meshed neatly on how the Title III resources should be allocated. The school bureaucracy is not designed primarily for under or over achievers, regardless of their problems. Consequently, every under or over achiever that exists is a failure of the system to many of the counselors; such failures attack the counselors personally and professionally because they cannot adequately serve this constituency. Title III gave them an opportunity to turn these failures into successes.

Cooperative Assessment--First Step Toward a Title III System? Assessment then became a useful tool to assess the abilities, achievements, and future goals of potential participants. DET implemented assessment on a pre- and post-test basis to measure improvement as well as to institute quality control. The Hartman and Rokeach value survey instruments were instituted to gain a closer view of the defined population. Monthly participant evaluations and supervisor evaluations were also begun after several months.

Despite these formal and informal adjustments, the Opportunities Industrialization Center (OIC) still serves as the assessment center. The schools remain restless over this arrangement, since it is difficult to move the youths out of school for two or three hours of assessment, especially when testing materials are available on site. In addition, the schools point out that they have access to professional test givers and feel that they are in a better position to administer such work in what they regard as a properly controlled atmosphere. The quest for a comprehensive manpower system thus resides in a state of uneasy equilibrium, but DET with one year of YEDPA under its belt is re-evaluating cooperative assessment in light of a generally successful 1978 experience with Title III.

3. Manpower Moves to Develop and Extend Local Educational Agreements: The Case of the Lansing Tri-County Regional Manpower Consortium.

Early Lansing Consortium Linkages with Local Educational Agencies (LEA's). In-school youth employment programs were initially established in the Lansing Tri-County Region prior to the enactment of the Comprehensive Employment and Training Act (CETA) of 1973. These initial programs were funded through the Office of Economic Opportunity (OEO) and established as part of the area Neighborhood Youth Corps (NYC) programs. Implementation of these NYC in-school programs in the Region was the responsibility of the Lansing School District and thus provided early linkages in the Region between federally funded youth employment programming and LEA's.

With the enactment of CETA, the NYC programs were dissolved in FY 1974. A framework had been established, however, for implementing in-school youth employment programs through LEA's, and consequently the Consortium decided to continue these programs under the CETA prime sponsor structure in FY 1975. The new program was established under Title I of CETA and called the Youth Employment Assistance Program (YEAP). The purpose, content and implementation structure of the new YEAP remained similar to the old NYC programs. YEAP was established as a Title I work experience program providing income maintenance to primarily economically disadvantaged youth so that they would remain in school. For reasons of administrative and fiscal feasibility the program continued to be centrally administered for the entire Tri-County Region by the Lansing School District. Funding for the program has remained between $260,000 and $300,000 and approximately 400 to 500 in-school youth have been served in each year of program operation between FY 1975 and FY 1979.

New Youth Programming Under the Youth Employment and Demonstration Projects Act (YEDPA) of 1977. With the passage of the YEDPA in 1977, a wide range of new youth program alternatives were established under Title III of CETA. The most pertinent of these new programs to local LEA in-school programming was the Youth Employment and Training Program (YETP). One special mandate of the new legislation significantly involved local LEA's in CETA youth programming. This was the requirement that prime sponsors earmark no less than 22 percent of their YETP funds for programs developed cooperatively with LEA's for in-school youth.

In addition to this funding mandate, another special requirement of YETP was particularly interesting to area LEA's, namely, an emphasis on providing more extensive activities and services for addressing the total employment needs of youth. For in-school youth these needs were to be addressed through a newly created program concept designed specifically for YETP in-school programs. This unique YETP concept was career employment experience, or career-oriented work experience coupled with transition services, which, at a minimum, included career information, counseling and guidance, and placement services. Before the enactment of YEDPA, the Consortium and the Lansing School District were interested in incorporating concepts similar to those introduced in YETP into the Title I Youth Employment Assistance Program (YEAP). Resource limitations and the more urgent short-run need to provide an income maintenance type of work experience program as an incentive to keep disadvantaged youth in school, however, prevented the implementation of these concepts.

Because prior consideration had been given to the incorporation of career-related work experience into area youth programs, the Consortium and local LEA's readily adapted to the concepts contained in YETP in-school programs. The YETP supplemental funding and YEAP structure likewise provided the opportunity to introduce these concepts into area in-school youth employment programs. Approximately 77 percent of the Consortium's $613,349 YETP allocation was allocated to LEA's. The only activity chosen to be operated under the in-school YETP was career employment experience. The major emphasis of YEAP remained work experience for the purpose of youth income maintenance; the new emphasis of YETP was to provide career-related work experience and employment services for the purpose of improving youth skills and furthering career development.

Decentralization of In-School Youth Programs. The supplemental funding received for YETP not only provided the Consortium with the opportunity to enhance the range and quality of employment and training programs for youth, but also to decentralize implementation of youth programs from what previously had been a centrally administered Lansing School District YEAP. The possibility of separately administered school district youth programs in the Region was discussed at the inception of CETA for the Title I YEAP. Such local decentralization was determined not to be feasible, however, because of the limited funds available and the consequently limited administrative capacity of the individual districts. In FY 1978 the YETP supplemental funding allocation for in-school programs was based, therefore, on the desire to provide sufficient funds to the major area school districts so that in-school youth programs could be administered separately in each county in the Region and the City of Lansing. Funding allocations for area jurisdictions were based on the Consortium's Residential Distribution Index (RDI), and separate in-school youth programs were established by the Clinton, Eaton and Ingham County Intermediate School Districts and Lansing School District for implementing both Title I YEAP and Title III YETP.

In-School Youth Program Planning. LEA's were integrally involved in area youth program planning, particularly YETP in-school program planning through their representation on the Consortium Youth Planning Council (YPC) established in the latter part of 1977 for the purpose of youth program review and comment and through the Consortium decision to allocate the 5 percent planning grant permitted under YETP to LEA program deliverers instead of prime sponsor staff or other delivery agents. This total planning grant allocation of $39,580, appropriated about three months prior to the January 1978 YETP implementation, was seen to be essential for devising the type of in-school youth program delivery system envisioned by the Consortium. The LEA's responsible for individually developing their YETP in-school program were allowed flexibility in the use of their planning allocation, and all chose to hire planning, and consequently operational, staff prior to program implementation. Some LEA's additionally chose to allow their new staff to take advantage of YETP technical training opportunities in the months prior to actual program operations. All area LEA's involved in in-school youth program planning used their planning grants for YETP plan research and development and Consortium Request for Proposal (RFP) completion. Two additional products of this YETP in-school program planning phase were the preparation of a Community Resource Inventory of area youth programs by all area LEA program deliverers, and the development of a 10 percent mixed-income knowledge development experiment by the Lansing School District.

YETP in School Program Implementation: The LEA Agreements. The 77 percent appropriation of YETP funds to the Lansing School District and the Clinton, Eaton and Ingham Intermediate School Districts was allocated through financial LEA agreements. No significant difficulties were encountered in using the standard Consortium contractual format as the basis for the development of these LEA agreements. The final LEA agreements were similar for all program deliverers, and became the standard operating documents for YETP in-school programs.

Career Employment Experience: Transition Services. Consortium LEA agreements require that YETP in-school program deliverers at a minimum provide the following transition services as part of their career employment experience program: Counseling and guidance, career information, and placement services. Other relevant services are provided by the school districts, either directly or through referrals, as they are needed by participants. Each in-school program is structured in such a way that LEA program deliverers and the individual schools or school districts within their intermediate districts coordinate the delivery of program services. The main link in this delivery of services is between YETP staff and school-based counselors.

An important part of the on-going counseling and guidance services provided to participants is the assessment they receive upon entrance into the program. YETP staff and individual school counselors are both involved, for the most part, in this assessment process. During this initial assessment, participants are tested for career interests, and their program needs are identified. These interests and needs along with other information such as work experience placement are recorded in each participant's "employability plan." Employability plans are then used continually in the on-going counseling of participants, and change as participant interests, needs, and program involvement change. The employability plans do not extensively document participant program involvement and vary in content among program deliverers, but they are considered useful for documenting and monitoring the qualitative dimensions of program participation. In the first year of program implementation, these plans have also been an effective tool for maintaining a record of individual participant performance, and program and career decision-making progress.

Perhaps the most important services affecting participant program performance and progress are job information services. These services are provided in all in-school programs through career information seminars organized in each school or school district by YETP staff. Participants are usually in these seminars for one or two hours per week and are paid the minimum hourly wage for their attendance. Participants receive a wide range of employment services in these seminars in such areas as career exposure, career decision-making, job finding skills, job application and resume preparation, job interview techniques, work environment, and interpersonal and communication skills. Career seminars are well received by participants. Initial pre- and post-test results of the Consortium's knowledge development experiment generally indicate that sutdents do indeed benefit directly from the services and instruction provided. YETP staff likewise feels that the seminars are valuable to the participants, particularly the disadvantaged and those who have never been employed or are discouraged from seeking employment. LEA program administrators also feel that the seminars are an effective and successful way of introducing career education to the participants' curriculum--a need, they feel, which extend far beyond those youths who constitute the CETA-eligible population.

Combined placement efforts for transitioning participants into unsubsidized employment are undertaken by YETP staff and by the placement services of individual schools and districts. Unlike other CETA programs, however no specific placement component has been built into the programs. The placement rate for in-school program participants through August 1978, therefore, was a modest 10 percent. LEA program administrators point out, though, that this placement rate is misleading, since it only accounts for those placements which took place immediately at program completion. Other participants who graduate and obtain employment during the summer, or later in this year, or are transferred to SPEDY and then placed, are not included in this total. The number of placements in these categories, they feel, are substantial. Nevertheless, area LEA's realize the need for increased emphasis on participant placement at program termination. The major barriers hindering the effectiveness of placement efforts are institutional and financial. Some program administrators feel that presently LEA placement services are not directly compatible with CETA program placement expectations. Financial constraints restrict them from structuring special program placement components that could effectively match program termination with placement into unsubsidized jobs.

Work Experience. In the YETP in-school career employment experience programs, work experience positions, are, for the most part, entry level jobs for which participants receive the hourly minimum wage. The average number of hours worked each week is usually ten. All positions are located in the public non-profit sector, and, where feasible, are related to participant career interest in accord with the intended career development and enhancement goals of the YETP career employment experience activity.

Due to the rapid implementation of YETP in FY 1978 and, therefore, a relatively short nine months in operation, work experience positions consistent with the legislative intent of YETP have not been developed in all instances. Instead, LEA's have relied on traditional sources and types of youth employment as a basis for the establishment of YETP. As seen in Table 3, the distribution of participant worksites in Title III YETP in-school programs is similar to that for Title I YEAP. A shift has occurred though from worksites in schools to sites at government locations. The location of approximately one-fourth of YETP sites with government (as opposed to about one-tenth in YEAP) seems to suggest that LEA's are increasingly developing sites in the one allowable sector which offers the greatest number of work experience alternatives. The data in Table 4, however, does not appear to completely substantiate the effects of such a shift. While the percent distribution of clerical occupations declined in YETP, the percent of maintenance/custodial positions increased. The total for these two categories was about 2.5 percent lower in YETP than YEAP. Nonetheless, a slight increase of about 2 percent did take place from YEAP to YETP in the technical occupations category. Although the movements are slight, the directions indicated in the data seem positive. But after only nine months of program implementation any conclusion from this data, other than the appearance that the Title I YEAP structure was used to some degree to meet the rapid implementation demands of YETP, would be premature.

Program deliverers indicate that other significant problems also have limited the potential quality of worksites. Not all participants define a career interest or goal upon entering the program. For these participants the basic qualitative aspects of their work experience such as acquiring better work habits and exposure to a work situation are valuable. In cases where career-related work experience can be arranged, transportation difficulties sometimes prevent the match. Such problems are particularly disconcerting to rurally-located LEA's. Perhaps the most common and most serious problem ex-

TABLE 3

PERCENT DISTRIBUTION OF LEA PARTICIPATION WORKSITES BY CETA TITLE AND PROGRAM: FY 1978

Worksite / Program	CETA Title I: YEA		CETA Title III: YETP	
	LEA's		LEA's	
	#	%	#	%
School	205	77.6%	380	65.0%
Government	30	11.4%	153	26.0%
Non-Profit Community Service Organization	29	11.0%	50	9.0%
Other	0	0.0%	0	0.0%
Total	264	100.0%	583	100.0%

TABLE 4

PERCENT DISTRIBUTION OF LEA PARTICIPANT OCCUPATIONS BY CETA TITLE AND PROGRAM: FY 1978

Occupations / Program	CETA Title I: YEA		CETA Title III: YETP	
	LEA's		LEA's	
	#	%	#	%
Clerical	91	31.0%	146	25.0%
Maintenance/Custodial	105	35.7%	229	39.3%
Recreation	14	14.8%	28	4.8%
Teaching	34	11.5%	57	9.8%
Laborer	0	0.0%	4	0.7%
Technical*	36	12.2%	84	14.4%
Service	14	4.8%	35	6.0%
Other	0	0.0%	0	0.0%
Total	264	100.0%	583	100.0%

*Technical work experience occupations include jobs in which the participant receives exposure to specific skilled occupational areas primarily as aides in such areas as nursing, printing, library work, therapy, farming and landscaping.

pressed by LEA program deliverers is the limitation of the career employment experience activity to the public non-profit sector. Such a restriction precludes the development of worksites in the private sector where, LEA's feel, the most alternatives for career-related work experience are located.

Nevertheless, LEA's are aware that the emphasis in YETP, both through Consortium policy and federal constractual obligations, remains on career-related work experience. School officials express confidence that the full incorporation of YETP concepts and activities into LEA delivery systems will evolve over a period of time. The present YETP in-school program structure of combined transition services and work experience in their view generally is the best approach to insuring the development of the career employment experience program activity.

Academic Credit. Consortium LEA agreements emphasize the need to provide academic credit in YETP, and encourage granting such credit, where feasible, for program participation or for competencies derived from such participation. In all instances, in-school YETP program deliverers are responsible for arranging academic credit through the school districts in their jurisdictions.

The City of Lansing School District (LSD), the only school district not indirectly represented by an intermediate school district in the delivery of a YETP in-school program, is the only program deliverer which has established a uniform procedure for granting academic credit to YETP participants. In the LSD program, participants typically receive two credits for satisfactory completion of career information seminars and work experience; participants may also receive one additional credit for remedial course work related to an employment objective. The three intermediate school district program deliverers arrange for participant academic credit through the school districts in their jurisdictions. Arrangements for academic credit have not been established in all of the programs of the intermediate school districts, since such policies are not acceptable to all school districts in the intermediate areas. Some school districts feel that granting academic credit for these activities would dilute their present academic requirements for high school education. This stance has created some difficulty in incorporating YETP career information seminars into the curriculum of participants. It has likewise created situations in which career seminars can only be offered after school hours, thus reducing participant attendance and the overall effectiveness of this transition service. In those school districts where academic credit has been arranged, it is usually granted only for participation in career seminars. At the intermediate school district level of YETP implementation, the instances of granting academic credit for work experience participation or the gaining of competencies have been minimal.

Program Problems and Prospects for Fiscal Year 1979. Although LEA program deliverers, like all youth program deliverers, are expecting to make difficult operational adjustments at the outset of FY 1979, they remain confident of continuing to move present programs toward the concepts contained in YETP in-school programs. LEA's point out, nonetheless, that many of the programmatic and institutional problems experienced in FY 1978 will persist in the next year. Programmatically, local expectations for YETP work experience activities remain high, but alternatives for developing direct YETP and private sector links for improving the quality of work experience do not seem apparent. Institutionally, the effectiveness of incorporating the career education and placement services of YETP into school curriculums and administrations at the local school and intermediate school district levels continues to depend primarily on the acceptance and priority the programs receive in the school system.

LEA's are also looking at other program alternatives within their own systems to further improve in-school CETA youth programs and to coordinate such efforts more effectively with established school-based employment and training programs. Unfortunately, the ability of LEA's to bring about such improvements and coordination has been impaired in FY 1979 due to the reduction in funding and to their limited planning capacity. But almost all Lansing LEA program deliverers see viable opportunities for change and future coordination, particularly in relation to vocational education and cooperative education programs. The Lansing School District, the most experienced area LEA youth program deliverer, presently incorporates a vocational education classroom training component into its career employment experience program. Thus, some participants not only receive related employment services and work experience, but also career-related skill training. Given the right circumstances, Lansing School District plans to use its CETA program opportunities as a foundation for expanding these present activities and eventually aiding the transition of participants into unsubsidized employment even while they are still in school. Under such a plan Lansing School District would operate a four-part program delineated by school year and designed for economically disadvantaged youths. In essence, this plan would include: (1) using the Title I YEAP as an income maintenance program for eligible 9th graders during their first year of program participation; (2) transitioning YEAP participants to YETP career employment experience activities in the second year; (3) subsidizing one-half of the third year of program participation through CETA for career employment experience and the other half through vocational education funds for specific participant skill training; and (4) transitioning participants in their last year of high school into unsubsidized private sector employment, or public if appropriate, through the LEA cooperative or distributive education program. Other area LEA's envision similar programming; however, their program designs are not as far advanced. Given the present funding and planning limitations, the movement of all the Lansing LEA's in such directions will be hampered but not stopped in FY 1979.

4. Corporate, Union, Educational, and Manpower Cooperation in Support of Youth Employment and Training Programs: The Case of the Detroit Metropolitan Area.

In looking at corporate, union, and educational cooperation within the Detroit metropolitan area, the word that immediately surfaces is "turf." Such tugging and hauling in opposite directions should not be surprising, especially in an area occupied by such an immense number of organizations and people. However, current initiatives are bringing about some momentum for increased cooperation, though not as a result of any grand design or any single influential coordinator. These initiatives are for the most part spontaneously organized and developed.

The Role of the Schools. In March of 1977, Superintendent Arthur Jefferson of the Detroit Public Schools (DPS) laid out a framework for improved relations between the schools and the private sector in a proposal entitled New Directions. The thrust of this program is, whenever appropriate, to combine various educational offerings with previously identified jobs in the private sector. The plan calls for improved vocational education which will be augmented by five area vocational education centers, occupational information relevant to local labor market conditions, exploratory experience in the private sector, and improved guidance and counseling sensitive to the world of work. "New Directions" has received endorsements from the Mayor and New Detroit, Inc. The latter's Economic/Employment and Education Committee, whose membership includes some of Detroit's most influential private and public sector officials, gave considerable impetus to this initiative. For its part

General Motors launched a program to place Detroit Public School counselors in an industrial setting and thereby sensitize them to the employment demands of the marketplace. The mayor and the Detroit Public Schools have now defined the mission of the City's Renaissance High School to tie it more closely to the employment needs of the private sector. All in all, "New Directions" thus seems headed in the right direction.

The Role of Business. In a separate but related initiative, General Motors Corporation has moved forward with two innovative ideas that will inevitably increase cooperation between the public and private sectors. It recently initiated on a statewide basis the Joint Council on Economic Growth which has as its major thrust career education. The Council consists primarily of corporate representatives, but also includes union members. Willard Cheek, Public Relations Head of General Motors, provided the group with its first check for $15,000 and has been spearheading the drive. The Detroit Chamber of Commerce has also informally pledged its cooperation. The nonprofit Council's purpose will be to make recommendations on resources allocated to groups for career education. While the group's efforts remain in the planning stage, its interest in encouraging a network of organizations throughout Michigan to promote career education is a significant departure in scope from more limited past efforts.

In addition, General Motors and Seventy Thousand and One, Incorporated will soon open a pre-employment training center for in-school and out-of-school youths. The Center will prepare youths for specific jobs. Funding for the center will come initially from General Motors, which will contribute $500,000 over three years. The Michigan Department of Labor, the Governor's Office, and the City of Detroit Manpower Department are eventually expected to contribute as well as Burroughs, Ford Motor Company, and Chrysler.

An advisory board including representatives from these public and private institutions has been organized to guide the center's development. The program will be starting soon, and will be located in the New Center area near Wayne State University.

Another organization reflecting the views and the stance of the private sector on manpower issues is the National Alliance of Businessmen (NAB). The Metro Detroit NAB operation was, for all intents and purposes, "inoperative" during the mid-seventies. During that time it was not given the attention by the "Big Three" that it enjoyed when initially organized. The morale of staff charged with keeping the operation alive had sagged as it received little guidance and supervision. However, with the increased emphasis by the federal government on programs for the disadvantaged, youths, and veterans--three of the principal target groups serviced by NAB--pressure has been brought to bear on the "Big Three" to revitalize the Metro Detroit Office. This pressure came principally from the National NAB Office in Washington, D.C. which argued that the socially responsible image of the "hometown of the Big Three" was suffering because of its limited NAB operation. After almost two years of planning, discussion, and negotiations, the Big Three responded. General Motors contributed a Director and Ford a Chairman to the revitalized Metro Detroit NAB. The office was moved to Detroit's New Center area, and its staff was expanded.

The Role of Labor. The labor unions too have seen the need to respond to youth unemployment with increased cooperation. They are, however, leery of expanded federal programs in light of their increased minimum wage requirements. These stipulations are viewed as having a dubious impact on the rights that the union has gained for skilled and unskilled laborers. They are said to feel more comfortable cooperating in manpower efforts when they have played a decision-making role, so perhaps it is not surprising that the labor unions have chosen to involve themselves in local community work-education councils. In the Detroit metropolitan area, two work-education councils exist--one in southeastern Michigan which serves the western half of Wayne County and the other in the central Detroit area. These councils are comprised of area business, labor, education and government representatives who are undertaking to increase cooperation between the sectors in order to stimulate more and improved programs that transition youths from schools and training to work. The AFL-CIO representative on one of these councils is functioning as vice-president of the board. The U.A.W. and the Communication Workers of the World are also participating. Labor has seen the need to establish linkages, and appears to view the neutral forum provided by the monthly meetings of the work-education council as an appropriate medium through which to act. Nationally, 21 communities are experimenting with such work-education councils under the aegis of the National Manpower Institute. Even at this early stage in their development, interesting differences have emerged in the priorities set by the two Detroit Councils that are working in such different economic and employment environments. In suburban Livonia, for example, the Council has found that it needs a resource directory to draw together the numerous resources already available, while in central Detroit the indigenous Council quickly agreed on the importance of focusing on job creation.

New Federal Initiatives Involving the Private Sector Gravitate to Detroit in the Pilot Stage. Detroit was an early winner in the grant competition for funds available under the Youth Incentive Entitlement Pilot Project (YIEPP). Private sector involvement in the YIEPP program began during the planning stage in November, 1977 with a substantial commitment from numerous companies throughout the metropolitan area to provide several thousand part-time and full-time jobs to youths participating in the program.

Unfortunately, the full potential of the commitment has yet to be fully developed. In its initial five months, Detroit's YIEPP program has only placed a small number of the approximately 4,000 youths enrolled in the program with private sector organizations and businesses. This can be attributed largely to two factors. First, a delay of several months ensued in placing enrolled youths with private-for-profit organizations until an adequate plan could be formulated to deal with the substitution issue. Second, confusion arose over the length of time a youth's salary could be subsidized by the Federal government if the individual worked for a private-for-profit organization. Prior to the program's inception, private sector representatives were under the impression that the YIEPP program would pay all of the wages earned by those youths participating in the program who were assigned to private-for-profit businesses. When it was learned that the private-for-profit employer would have to begin paying a percentage of the YIEPP employee's wages after a specified period of time, some private sector employers who had planned to participate in the program reconsidered and subsequently withdrew.

Although all of the YIEPP projects were shut down during September and part of October 1978, it is expected that YIEPP officials will call upon organizations like New Detroit and the Greater Detroit Chamber of Commerce to assist in increasing the number of youths placed with private sector organizations when the program becomes operational again. Thus, the potential for increasing private sector involvement in YEDPA in 1979 through the YIEPP program looks promising.

Private sector involvement in YEDPA through YETP has been limited. Chrysler Learning, Inc., a subsidiary of Chrysler Corporation, represents the only major involvement by a private sector firm in the YETP program. Chrysler has three YETP programs which deal with in-school and out-of-school youths. To increase private sector involvement in YETP programs, some manpower experts who work with employers feel that greater efforts will have to be made to sell the program and to show prospective businesses how they can successfully apply. Many potential contractors are not comfortable with the restrictions which are placed on the YETP programs. Others do not know how to deal with the knowledge development component, insurance requirements, various reimbursement categories, and equipment expenses connected with the YETP programs.

Additional organizations representing or reflecting the views of the private sector which have been involved with YEDPA are the Greater Detroit Chamber of Commerce, the Central Business District Association and New Detroit, Inc. All three were involved in late 1977 in contacting and securing the several thousand private sector job commitments needed to complete Detroit's proposal for YIEPP funding. Throughout the subsequent year, New Detroit's Employment/Economic Action Committee, chaired by Thomas A. Murphy, Chairman of the Board of General Motors Corporation, closely monitored the progress and problems of YIEPP.

Not only did the City of Detroit win one of the Youth Incentive Entitlement Pilot Projects, but it also became an early proving ground for the new Private Sector Initiatives Program (PSIP). CODM began its version of PSIP along with thirty-four other communities in August 1978. Like YIEPP, this new mechanism is intended partly to strengthen relations between CETA and the business community. Both awards underscore the extent to which Detroit's private sector is at least groping towards a more effective relationship with education, training, and manpower programs.

In assessing the current level of private sector cooperation, it appears that independent moves are afoot and are in need of a focal point. The new

Private Sector Initiatives Program (PSIP) is shaping up to be another vehicle. Under the Department of Labor, PSIP is intended to strengthen relationships between CETA and the business community. Nationally, 400 million dollars will be allocated for each of the next two years to encourage the development of more jobs in the private sector. The PSIP will be augmented by Private Industry Councils (PIC's) that will be composed of private business and labor representatives. The National Alliance of Businessmen (NAB) has been identified in the legislation to provide technical assistance to prime sponsors in implementing the program.

Mayor Coleman Young has recommended to the City of Detroit Manpower Department (CODM) that PSIP be tied very closely to his economic development focus for Detroit. CODM has identified potential council members but the program is still in an early stage of development. The Wayne County (balance of county) prime sponsor has moved forward with at least a framework for PSIP. The Work-Education Council of Southeastern Michigan and the Central Metropolitan Detroit Work-Education Council have been identified to assist the County prime sponsor in the program.

A Promising But as Yet Untested Confluence of Private Sector Interest in Employment and Training. All in all, there is a confluence in the Detroit metropolitan area of several separate and distinct initiatives intended to combine corporate, union, and educational representatives in cooperative ventures. The spectre, from the standpoint of national policymaking, hovers overhead of the limited success achieved nationally in the sixties by the National Alliance of Businessmen's Job Opportunities in the Business Sector program, but there are some hopeful signs in the new Detroit attempts. The public sector--including both manpower and school officials--is integrally involved here from the beginning, and thus is in a better position to bring its considerable expertise and resources into play. The businessmen are also evincing more willingness to accept federal funds which is probably a constructive step, since such money may periodically serve as an incentive to revive flagging sentiment. Furthermore, the new groups are thinking in terms of long-term goals and institutional developments rather than rapid but sometimes superficial progress. The steps also reflect a mood of Renaissance and hope that Mayor Coleman Young, Henry Ford and other community influentials have devoted considerable energy to bring back to this city so beleaguered just ten years ago. The involvement of these major political and economic actors is particularly significant, since tying together these several efforts will pose a challenge to leadership in the year ahead. Whatever the result, Detroit has clearly bet more of its manpower chips than most other prime sponsor jurisdictions on taking this apparent interest expressed by the private sector and running with it.

5. Adapting YEDPA to a Centralized Operational System: The Case of Kalamazoo County.

The Upjohn Institute for Employment Research was among the first manpower agencies in the country to utilize a centralized delivery system for both adults and youths. Kalamazoo County has relied on such a system since the inception of CETA. The system undergoes constant review and modification; however, the basic structure has remained unchanged. The rationale for such a centralized system is to minimize duplication of services, reduce administrative cost, provide more comprehensive services and, perhaps most important to the local program operation, to insure accountability, responsibility and control.

Early Youth Programming Establishes a Management Pattern. Youth Opportunities Unlimited (YOU), a division of the Kalamazoo Valley Intermediate

School District (KVISD), was selected as the prime subcontractor for providing service delivery to youths, primarily because of its experience in dealing with disadvantaged youths and its linkage with all local school districts. During the first year of operation, Fiscal Year 1974, both in-school and out-of-school components were implemented. These component designs were patterned after the Neighborhood Youth Corps in which YOU had also been involved. Since the program remained relatively small at that time, it was not until YOU assumed additional responsibility for administration of the summer program that the CETA Advisory Council began to pay more attention to youth programs.

Since the summer program was designed primarily for in-school youths and the overall funding for youths constituted only a small portion of the funds obligated at the local level, the Fiscal Year 1976 program eliminated the in-school component from the year-round program. This change was mainly in response to limited funding and the philosophy that the CETA emphasis should be on unemployed individuals seeking work and that the funding available would be more appropriately utilized if directed towards the out-of-school youths.

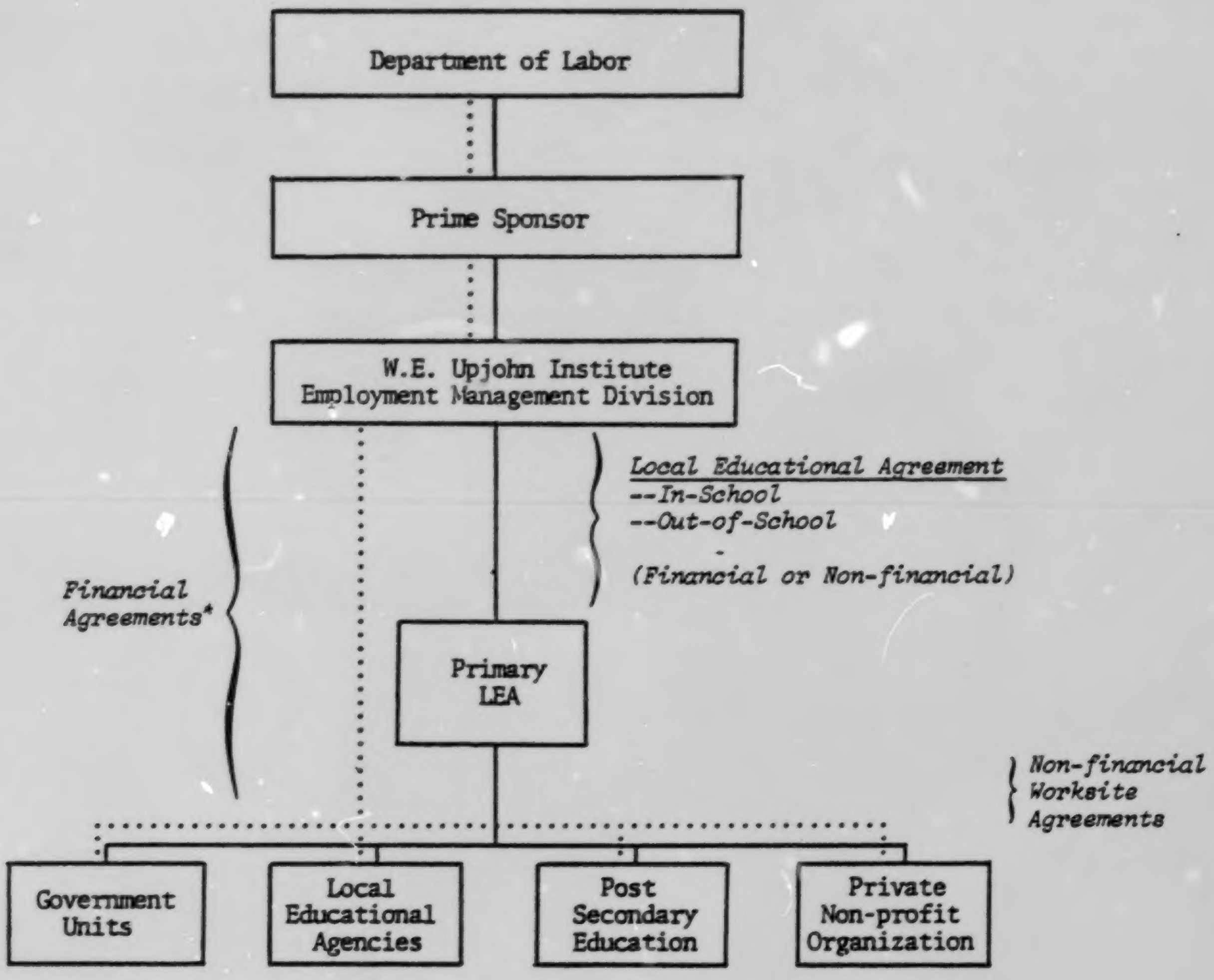
The Emergence of YEDPA. In early Fiscal Year 1978, it was clear that a federal emphasis on youths, accompanied by more extensive funding, was forthcoming. As in the past, program administrators perceived that the existing system, in its basic form, could be adapted to the necessary changes; and after years of nurturing and improvement of the present delivery system procedures, it was determined that to build an entirely new system would not be in the best interest of Kalamazoo County or its clients. Consequently, the Prime Sponsor early in the year began consideration of how the existing system could be adapted. Recognizing the potential danger in moving too quickly, program administrators placed primary emphasis on defining the process of eligibility determination and on the development of a management information system which would generate sufficient information to meet federal reporting requirements as well as additional information that could be used locally to improve the program's effectiveness.

Since the out-of-school component was already in place, and simply underwent expansion through Title III allocations, no serious difficulties were experienced in this area. The in-school component had not been operational for three years, and its termination had left behind some animosity within local educational agencies. Furthermore, KVISD was in a position to influence, but not mandate, cooperation of the schools. Nevertheless, through nurturing and good public relations, a positive relationship with all nine school districts evolved. By September, 1978, the last month of YEDPA's first year, four school districts were providing academic credit to YETP participants

Fine Tuning an Organizational Structure for YEDPA. As it had done in entering into a primary subcontract with Douglass Community Association to administer certain of its adult manpower programs, so the prime sponsor's management agency, the Employment and Management Division of the W.E. Upjohn Institute, opted to enter into a single local educational agency agreement to deal with youth programming. The Institute would be responsible for planning and operations which would include establishment of management and fiscal information systems, all subcontracting for services, and program monitoring and evaluation. The Institute then entered into a primary subcontract with the KVISD's Youth Opportunities Unlimited to be the primary LEA and primary delivery service agent for all winter and summer youth programs within the jurisdiction of Kalamazoo County. YOU in turn entered into statements of understanding or nonfinancial agreements with governmental units, LEA's, postsecondary educational institutions, and private non-profit organizations, as indicated in Figure 3.

Figure 3

The Management and Delivery Structure for the
Youth Employment and Demonstration Projects Act (YEDPA)
In Kalamazoo County


Department of Labor
Prime Sponsor
W.E. Upjohn Institute Employment Management Division
Financial Agreements*
Local Educational Agreement
--In-School
--Out-of-School
(Financial or Non-financial)
Primary LEA
Non-financial Worksite Agreements
Government Units
Local Educational Agencies
Post Secondary Education
Private Non-profit Organization

——— *Youth Employment and Training Program (YETP)*
*...... *Youth Community Conservation and Improvement Projects (YCCIP)*

The decision to rely on a strategy emphasizing a central delivery system was based on such advantages as the ability to control a single contract more closely, to ensure more timely and efficient communications, to monitor work station agreements as a third party and not as a party to the nonfinancial agreement, to maintain a centralized payment system, to minimize duplication of services, and, perhaps most significantly, to assure a more comprehensive approach. The essence of control, it was felt, lay with charging one organization with the responsibility for the entire delivery system. Accountability could not then be dismissed.

It is this approach to management, with its emphasis on insuring accountability and responsibility, that is the crux of Kalamazoo County's philosophy. Inherent in this approach, however, is the need to have participation by delivery agencies of demonstrated effectiveness. Given the existence of a single deliverer for each component, the system can be seriously compromised if any agency performs its function poorly. To insure that each of the components in the Kalamazoo system is the best in its respective area, ongoing monitoring and evaluation is considered critical. A network of strong components linked together and clearly accountable then becomes the foundation on which all manpower programs in Kalamazoo are built.

Establishing Linkages to the System. The system developed the linkages that were mandated or strongly suggested by YEDPA and others that grew out of necessity. Nonfinancial agreements with the Michigan Department of Social Services and Michigan Employment Security Commission initially were pro forma, but are now proving to be valuable supplements to the local program. The Michigan Department of Social Services, for example, verifies public assistance [illegible]tus when reasonable doubt exists, and the Michigan Employment Security Commission assists in the job placement effort when participants are nearing completion. By using a local organization as the hub of the wheel, Kalamazoo prime sponsor staffers argue that other local, as well as federal and state, agencies feel more encouraged to participate and provide valuable supplemental services.

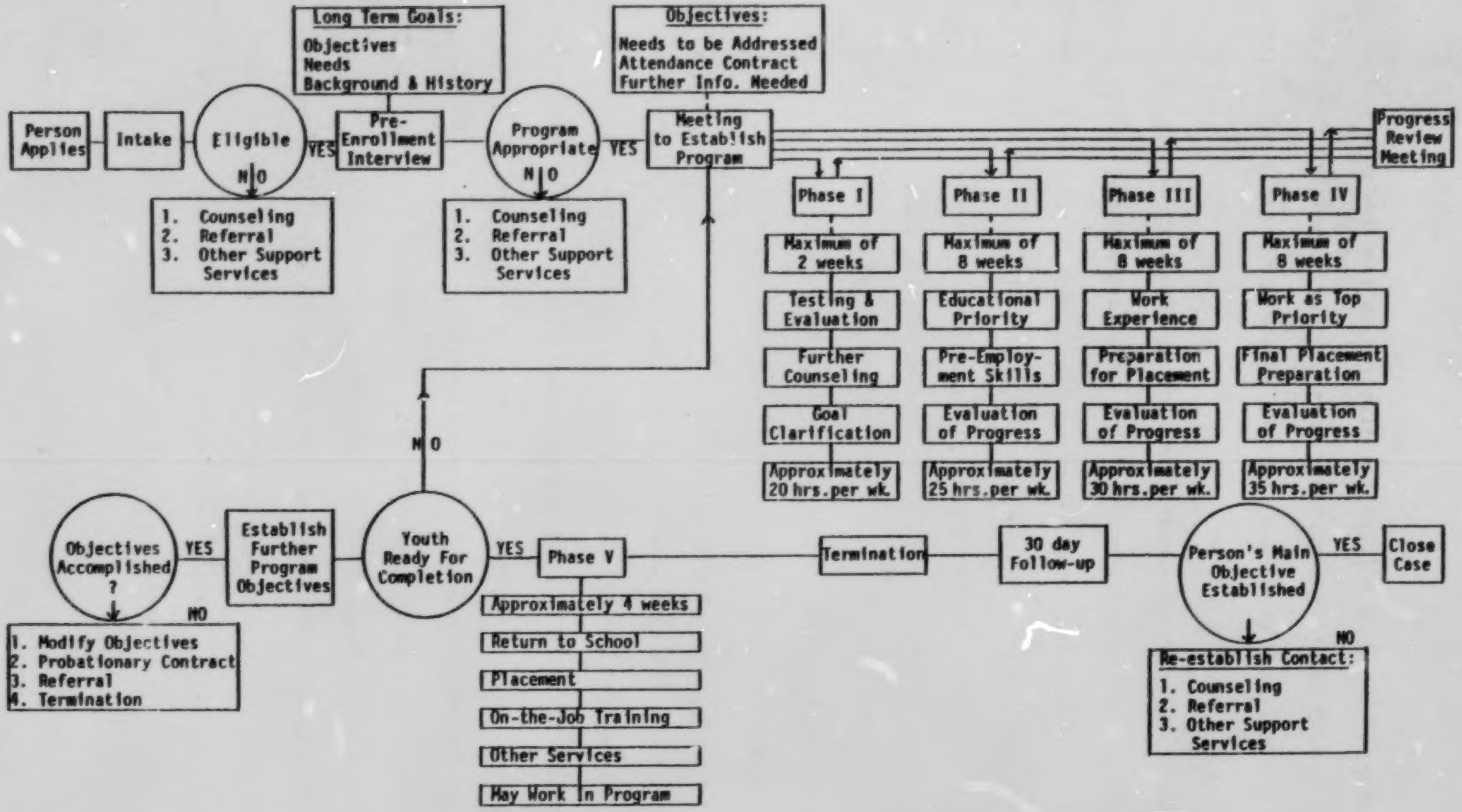
Work stations, in general, are not difficult to secure in Kalamazoo County because of the abundance of nonprofit organizations and cooperative municipalities. Linkages developed out of necessity under YEDPA were, therefore, with school districts or their individual schools. While there were a number of options available in the other youth components, an in-school program portion of YEDPA could only be successful if a commitment were made by local educational agencies.

Dealing with school districts is not that dissimilar from dealing with other bureaucracies. It is important to have the support of the top administrators and respective school boards. Equally important is the support of the program staff with whom the clients have daily contact and who are instrumental in carrying out the objectives set forth in the program. Based on previous experience, it would be necessary to cultivate such relationships carefully. CETA, in the opinion of Kalamazoo staffers, is generally not well received by those unfamiliar with its local orientation. In the beginning, it would be a sales job, but to last, a product must be developed that would be to the mutual benefit of all parties.

Work with school personnel began early in the 1978 Fiscal Year. Listening to their ideas and suggestions, giving consideration to a variety of alternatives posed by them, and ensuring that sufficient flexibility existed to allow for the necessary changing relations between the schools and CETA all took time. To react too quickly, the negotiators felt, might have resulted in expedient compromises but would have sacrificed the long-range success of YEDPA.

Figure 4

The Service Delivery System for Kalamazoo County's YEDPA and Other Youth Programs


Long Term Goals:
Objectives
Needs
Background & History
Objectives:
Needs to be Addressed
Attendance Contract
Further Info. Needed
Person Applies
Intake
Eligible
YES
NO
1. Counseling
2. Referral
3. Other Support Services
Pre-Enrollment Interview
Program Appropriate
YES
NO
1. Counseling
2. Referral
3. Other Support Services
Meeting to Establish Program
Progress Review Meeting
Phase I
Maximum of 2 weeks
Testing & Evaluation
Further Counseling
Goal Clarification
Approximately 20 hrs. per wk.
Phase II
Maximum of 8 weeks
Educational Priority
Pre-Employment Skills
Evaluation of Progress
Approximately 25 hrs. per wk.
Phase III
Maximum of 8 weeks
Work Experience
Preparation for Placement
Evaluation of Progress
Approximately 30 hrs. per wk.
Phase IV
Maximum of 8 weeks
Work as Top Priority
Final Placement Preparation
Evaluation of Progress
Approximately 35 hrs. per wk.
NO
Objectives Accomplished ?
YES
NO
1. Modify Objectives
2. Probationary Contract
3. Referral
4. Termination
Establish Further Program Objectives
Youth Ready For Completion
YES
Phase V
Approximately 4 weeks
Return to School
Placement
On-the-Job Training
Other Services
May Work in Program
Termination
30 day Follow-up
Person's Main Objective Established
YES
Close Case
NO
Re-establish Contact:
1. Counseling
2. Referral
3. Other Support Services

The Service Delivery System. The initial pre-enrollment eligibility determination stage is used not only to screen individuals as to their technical eligibility for a youth program but also to provide an opportunity in a single place for the youth to receive information about other available services, too. During the pre-enrollment interview, discussion focuses on the youth's goals and objectives, the most appropriate service structure to meet mutually established needs, and the structure or program phase in which the applicant will start. Any combination of the phases indicated in Figure 4 may then ensue.

Phase I, lasting no more than two weeks, involves testing, evaluation, and assessment. In addition to achievement and possibly aptitude tests, clients are also evaluated on their job potential to prepare them for the world of work. Phase II entails instructional or work components or both, depending on the client's goals and objectives. The amount of time spent in each component varies and is a function of client needs. The total time of work and school together, however, does not last more than 20 hours per week for a period of eight weeks. If continuation for the client seems advisable, the youth may then go into Phase III. This training period differs from Phase II in that the applicants may now work as long as 30 hours per week. This work load may be combined with education or other activities if that seems advisable to the evaluation team, but the main purpose of this eight week period is to increase the number of hours a client works so the job more closely simulates the world of work. Those students moving into Phase IV average 35 hours of work per week, and receive intensive counseling and guidance in the area of their vocational choice leading to placement.

Youths who by mutual agreement move into Phase V are now working in competitive employment or receiving further vocational training in specialized areas.

Counselors from YOU are available, but this training is conducted at other centers. Follow-up from the prime contractor usually lasts 30 days or, in the case of on-the-job-training, for the duration of the contract. Numerous transitional services are provided to the youth at the program's completion such as literacy and bilingual training, job sampling and vocational exploration in the public and private sectors, information on the labor market and other training opportunities, and job placement assistance.

* * * * *

In summary, the major premise behind Kalamazoo County's youth program operations is that effective implementation requires a centralized delivery system which utilizes a minimum number of components that have the ability, accountability and control to make things work. From this premise arises a network of specialized and established agencies each operating in the component closest to its expertise and held together by a mutual goal.

SOME PRELIMINARY RECOMMENDATIONS CONCERNING YEDPA

Definitive conclusions can hardly be reached after a comparative brief period of operation, but the following recommendations will hopefully raise some questions for further consideration.

1. Prime sponsor staffers have generally exhibited more interest in knowledge development than programs operators. Analytical staffs would like to push such experimentation further, and it dovetails more neatly with the prime sponsor's contractual obligations and political need to monitor and evaluate progress than it does with the contractor's more operational orientation.

Prime sponsors, rather than contractors, should, therefore, be encouraged to assume primary responsibility for knowledge development.

2. Three of the five Michigan prime sponsor jurisdictions studied here encountered difficulties with their YCCIP programs when the contractor on whom they were heavily dependent cancelled its project. Prime sponsors in failing to diversify the projects removed their flexibility to maneuver when the primary YCCIP contractor withdrew. In the event that YCCIP is expanded at some future time, and thereby made more financially attractive, it would then be wise to mandate greater project diversification.

Wherever possible, a minimum of three YCCIP contractors should then be required in a prime sponsor's plan.

3. Occupational summaries are most difficult to provide six months before the jobs are scheduled to begin. When asked to supply such data in their YEDPA plans, the prime sponsors are, therefore, generally laying out innocuous and traditional job descriptions.

To improve job quality, prime sponsors should be required instead to spell out how they intend to approach job development, and the plan should then be rated on its methodology.

4. Further research should be done replicating the study performed by e Evaluation Unit of the Lansing Consortium on the relationship between job tle and worksite. It must be determined whether at other locations and at her times there is a correlation between the nature of the job identified d the type of agency. Indeed, for this reason the Lansing evaluators themlves have remained cautious in the conclusions that they have drawn about the mplications of their tentative finding even within their own jurisdiction.

If it is found, however, that CBO's provide a greater variety of worksite opportunities, then consideration should be given to expanding their job development function in YEDPA.

5. Given the interest in linking the regular and summer youth programs nd the currently limited nature and size of YCCIP, prime sponsors seem justiied in their frequent complaint at having to submit several plans to the epartment of Labor.

YETP, YCCIP, and SPEDY should be collapsed into a single, comprehensive youth plan.

Third Interim Report to the National Council on Employment Policy on the Implementation of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) by Four Georgia Prime Sponsors

by: Gretchen E. Maclachlan
with the assistance of: Coatsey Ellison

November 1978

As the first fiscal year of the YEDPA programs ends, the four Georgia prime sponsors under study approach the second year wiser but still enthusiastic about the programs. The trauma of implementation has passed, but the continual frenzy attendant to operation of a battery of annually-based programs goes unabated. Many small lessons have been learned by prime sponsors and program operators. Often larger issues have been put aside as day-to-day program operations have consumed the energies of all in the CETA system. Policy considerations appear at the margins as standard operating procedures, federal regulations, and old program habits shape planning and operations.

Targeting

Table 1 summarizes client characteristics of enrollees in the YETP and YCCIP programs for FY 1978. Noteworthy are the relatively high proportions of the economically disadvantaged in programs in all four areas studied. The most disadvantaged, those on public assistance, accounted for about one-quarter of enrollees in Atlanta and Northeast Georgia. Those two areas have higher proportions of poor in their total populations thus should be expected to show higher proportions. The other two areas

TABLE 1
Four Georgia Prime Sponsors,
Cumulative Enrollment in YETP and YCCIP through FY 1978 (Sept. 30, 1978)

Use enrollment numbers with % distributions in parentheses Prime Sponsor			CUM TOTAL FY 78 (as of 9/30/78	Male	Female	Less than 18 years	White	Nonwhite	Econ. Disad.	H.S. Dropouts	H.S. Graduates	H.S. Students	Unemployed	Underemp.	Other	Vet	AFDC/PA	Ex-Off.	Handicapped	Drug Off.
Atlanta	YCCIP	#	146	99	47	40	11	135	104	94	52	0	146	0	0	0	27	5	1	n.a.
		%	(100)	(68)	(32)	(27)	(8)	(92)	(71)	(64)	(36)		(100)				(18)	(3)	(1)	
	YETP	#	1277	482	795	393	27	1247	1083	312	524	388	1277	0	0	0	333	0	0	n.a.
		%	(100)	(32)	(62)	(31)	(2)	(98)	(85)	(24)	(41)	(30)	(100)				(26)			
Cobb	YCCIP	#	58	40	18	26	25	33	48	41	17	0	47	0	11	0	1	0	0	n.a.
		%	(100)	(69)	(31)	(45)	(43)	(57)	(88)	(71)	(29)		(81)		(19)		(7)			
	YETP	#	73	36	37	20	25	48	64	19	32	21	52	0	21	0	4	0	0	n.a.
		%	(100)	(49)	(51)	(27)	(34)	(66)	(87)	(26)	(44)	(29)	(71)		(29)		(5)			
DeKalb	YCCIP	#	7	7	0	5	3	4	0	5	0	2	1	3	3	0	0	0	0	n.a.
		%	(100)	(100)		(72)	(43)	(57)		(72)		(28)	(14)	(43)	(43)					
	YETP	#	293	131	162	10	69	223	197	26	21	46	200	10	83	0	0	0	18	n.a.
		%	(100)	(45)	(55)	(3)	(24)	(76)	(67)	(9)	(7)	(16)	(68)	(3)	(29)				(6)	
NE Ga.-BOS	YCCIP	#	40	11	29	20	9	31	32	23	17		25	0	15	0	11	0	0	n.a.
		%	(100)	(28)	(72)	(50)	(23)	(77)	(80)	(58)	(42)		(63)	-	(37)		(28)			
	YETP	#	446	218	228	321	111	335	383	13	14	419	19	0	295	0	56	1	0	n.a.
		%		(49)	(51)	(72)	(25)	(75)	(86)	(3)	(3)	(94)	(6)	-	(94)		(13)	-		

enrolled virtually no recipient of public assistance. The dollar gap between AFDC support-levels and the 85 percent of the lower living standard in this state is enormous thus to enroll those less than the 85 percent criteria is not that difficult.

In YETP programs females comprised over half of all clients in the four areas. YCCIP projects tend to be construction work and therefore show higher proportions of males, with an exception. The Northeast area program had a day care component as well as carpentry and thus shows a higher percentage of females (72 percent).

In a region where being black has often been synonymous with being poor, programs need to serve blacks. The Atlanta youth programs served nearly all blacks with only minimal enrollment of whites. A year ago the Northeast BOS area planner expressed concern that CETA programs in his area were tagged as black programs and thus were not attracting eligible whites. He felt that the youth programs would be able to make an appeal to economically-disadvantaged whites. They have to the extent that about one-quarter of enrollees are white. Cobb County has the lowest percentage of blacks of any county in the state. Residentially the blacks are concentrated in the city of Marietta and it was in Marietta that the program operated. Thus the percentage of blacks was quite high relative to their population share.

The YCCIP programs, designed for out-of-school students, by and large attracted dropouts. The highest proportion of graduates showed up in the Northeast program; these were females in their day care component. Where programs were tied to schools, the proportion of those under 18 years of age and those in school was higher. This was true in the Northeast YETP and to a lesser extent in Cobb's YETP. The enrollees in the Northeast YETP, being in school, show up as "other" in the labor force status while unemployed predominate otherwise.

The definition of the significant segments (Tables 2 and 3) shows the prime sponsors sensitivity to the target groups which nationally and regionally are most in need. Thus minorities are defined in Cobb and Northeast. In Atlanta where most of the enrollees in all CETA programs are black this is not listed as a significant segment. However Atlanta listed Hispanic as a YCCIP significant segment, after the fact, when a contract was signed with the local Latin American Assocaition (LAA). Approximately one percent of Atlanta's population is now Spanish speaking and the LAA has been aggressive in bidding for CETA contracts with several metropolitan-area prime sponsors. (Their Atlanta YCCIP contract was ultimately withdrawn because of poor performance.) DeKalb defined females because one of their YETP projects was designed to find out why females in their clerical program under Title I had such high non-positive termination rates. They are aware too that their other programs have not served females as well as males and this was a conscious attempt to rectify this.

Atlanta's YETP segments included the three educational classifications, specifying levels for each, rather than singling out one or two as needing the special consideration in enrollment which significant segments usually indicate. Their plan

Table 2
Four Georgia Prime Sponsors, YETP
Planned Versus Actual Enrollment and Significant Segments
by Quarter, 1978

	2nd Quarter			3rd Quarter			4th Quarter		
	Planned	Actual	% of P	P	A	% P	P	A	% P
Atlanta									
In-School	240	78	33	245	261	107	250	343	137
Title I Rejects	160	2	1	255	5	2	350	10	3
HS Graduates	115	185	161	185	393	212	250	524	210
HS Dropouts	110	79	72	180	254	141	250	312	125
Total Enrllm.	625	363	58	865	989	114	1100	1277	116
Cobb County									
Eco.Disadv.	16	19	119	16	19	119	21	60	286
Females	18	33	183	18	34	189	34	37	109
Minority	14	45	321	14	46	329	47	48	102
Total Enrllm.	70	69	99	70	70	100	70	73	104
NE Ga-BOS									
Veterans	0	0	-	3	0	-	3	0	-
HS Dropouts	0	10	-	150	12	8	15	13	87
Eco.Disadv.	80	159	199	275	265	96	280	383	137
Minority	100	133	133	340	233	66	260	335	129
Total Enrllm.	120	172	143	350	314	90	365	446	122
DeKalb*									
Eco.Disadv.							40		
Females							25		
Dropouts							35		
Ed.Disadv.							25		
Total Enrllm.	171	53	31	260	172	66	339	293	86

*Missing data not available from quarterly reports.

TABLE 3
Four Georgia Prime Sponsors, YCCIP
Planned versus Actual Enrollments and Significant Segments
by Quarter, FY 1978

	2nd Quarter			3rd Quarter			4th Quarter		
	Planned	Actual	% of P	P	A	% P	P	A	% P
Atlanta									
Hispanic	6	4	67	6	4	67	6	4	67
Eco.Disadv.	87	49	56	98	80	82	104	104	100
Women	47	31	66	54	44	81	57	47	82
Offenders	22	3	14	25	5	20	26	5	19
Total Enrllm.	87	91	105	98	122	124	104	146	140
Cobb County									
Eco.Disadv.	14	14	100	18	30	167	36	47	131
Women	3	1	33	4	14	350	16	18	113
Minority	3	12	400	4	23	575	32	32	100
Total Enrllm.	18	17	94	23	39	170	55	58	106
NE Ga-BOS									
Veterans	1	0	-	2	0	-	2	0	0
HS Dropouts	22	12	55	25	16	64	29	23	79
Eco.Disadv.	28	17	61	28	21	75	45	31	69
Minority	21	16	76	21	22	105	32	31	97
Total Enrllm.	28	21	75	35	27	77	45	40	89

made much of the Title I reject as a primary target group for youth programs. Atlanta's YETP omitted economically disadvantaged as a segment, but it was specified for both programs by the other three prime sponsors.

Analysis of the performance in meeting these goals shows, in retrospect, that "wishful thinking" influenced the definition of segments. In Northeast BOS the high level of dropouts was in conflict with a program design which placed the program in the schools. Atlanta's specification of Title I rejects, when substantial proportions of its enrollees are youth, was likewise misguided. The other main discrepancy in planned and actual was in the Atlanta YCCIP where offenders were specified--though enrollment of only 26 was planned only 5 were enrolled, and this in the city whose Youth plan had made the point that nearly 15,000 youth had been arrested in 1976. The consequence of the failure to enroll Title I rejects and offenders is that the slack was taken up by high school graduates -- over twice as many were enrolled as had been planned for.

Cobb County did so well in meeting the goals of enrolling significant segments that it revised its goals upward for the fourth quarter and still exceeded the revised. In terms of meeting YETP enrollment goals, they came closest to their planned performance. The explanation lies in the nature of the program--classroom training which was highly desired. Dropouts were few, the enrollment was not staggered but all youth were put on the program at its inception. The Atlanta program started off slower partly due to the intricacies of working out contracts with many subcontractors, but reached its planned levels by the third quarter. In the Northeast YETP, the enrollments were better than planned the second quarter, down the next, and then again above by the end of the year as many youth were enrolled for the summer.

In the first quarter of operation YCCIP enrollments were closed to those planned except in Northeast BOS which remained under planned enrollments throughout. As time wore on, however, Atlanta and Cobb showed excess over planned because of high turnover. Cobb revised their planned enrollments for this program and ended up showing nearly matched planned and actual enrollments for the segments and the total. Atlanta underserved all but the economically disadvantaged and overall enrolled 40 percent more youth than planned.

The YCCIP program in DeKalb was ill-placed in the Board of Education who did not want it. All statistics for this are consequently meaningless as they pertain to 7 enrollees and expenditures of $4,400.

Programs

Table 4 shows enrollments and expenditures by activity. As expected YCCIP programs were exclusively work experience. YETP activities were concentrated in career employment experience, classroom training, and work experience. Atlanta had a unique category, specialized job development, their innovative programming. Services were virtually nil with only DeKalb's YETP showing any substantial expenses in this realm. OJT was the program activity in which expectations were not met, except in Atlanta. Prime sponsors cited difficulties such as youth OJT

TABLE 4
Four Georgia Prime Sponsors, YETP and YCCIP
Enrollments and Expenditures by Activity through FY 1978 (Sept. 30, 1978)

Use enrollment #s and expenditure levels with % distributions in parentheses Prime Sponsor			Enrollment by Activity							Total Enrllm	Expenditures by Activity							Total Expndtrs
			Classroom Training	OJT	Work Experience	Vocational Explor.(Pvt.Sec)	Career Employment Experience	Other uses of occupat. info.	Other.		Classroom Training	OJT	Work Experience	Vocational Explor.(PvtSec)	Career Employment Experience	Other uses of occup. info.	Other	
ATLANTA	YCCIP	#			146					146			192.7				12.3	205.0
		%			(100)					(100)			(94)				(6)	(100)
	YETP	#	519	104			343		363*	1277	559.0	121.0			215.7		130.6*	1026.7
		%	(41)	(8)			(27)		(28)	(104)	(54)	(12)			(21)			(100)
COBB	YCCIP	#			58					58			73.6				4.4	78.0
		%			(100)					(100)			(94)				(6)	(100)
	YETP	#	34	3	36					73					256.7		2.3	259.0
		%	(47)	(4)	(49)					(100)					(99)		(1)	(100)
DeKALB	YCCIP	#			7					7			4.4					[illegible]
		%			(100)					(100)			(100)					(100)
	YETP	#	24	26	64		13		166	293	46.5	8.6	70.9		29.7		73.7	229.3
		%	(8)	(9)	(22)		(4)		(57)	(100)	(7)	(4)	(31)		(13)		(32)	(100)
NE GA.-BOS	YCCIP	#			40					40			29.9					[illegible]
		%			(100)					(100)			(100)					(100)
	YETP	#					446			446					358.6			358.6
		%					(100)			(100)					(100)			(100)

*Specialized Job Development

competing with adult OJT, worker's compensation requirements, and time pressures which left too little time before the end of the project period for an OJT experience.

Expenditures

These Georgia prime sponsors did not come close to expending all of their funds and are carrying over at least 27 percent of funds. The exceptions are Northeast's YETP which expended 91 percent of its funds and Cobb's YCCIP which expended 79 percent (Table 5). The lowest percentages of unexpended funds were for DeKalb's YETP and YCCIP programs. This prime sponsor had a longer delay before start-up than the other areas due to problems in getting contracts through the County Commission and Board of Education. From Table 5, enrollment schedules can be implied--only Atlanta's two programs and Northeast's YCCIP showed much activity in the first quarter. Atlanta's administrative and legislative processes are fairly smooth and CETA contracts are expedited in contrast to DeKalb County. Cobb County's program started later than others because of their delayed decision to "apply" for youth program funding. Once they made the decision, there were no other delays. Their expenditures show, however, that 40 percent of the obligated funds were expended in the final quarter. The two prime sponsors, Atlanta and Northeast BOS, which were not delayed by contract processing showed a more even, albeit somewhat erratic, pattern of expenditures over the three quarters.

TABLE 5
Four Georgia Prime Sponsors, YCCIP and YETP Expenditures by Quarters, FY 1978

($ in thousands; % of Total Obligated)

	2nd Q.		3rd Q.		4th Q.		Unexpended		Total Obligated
	$	%	$	%	$	%	$	%	$
Atlanta									
YCCIP	48.2	14.8	129.5	39.8	205.0	63.0	120.0	36.9	325.0
YETP	209.2	14.5	669.4	46.4	1026.7	71.2	415.2	28.8	1441.9
Cobb									
YCCIP	6.1	6.1	37.6	37.8	78.0	78.5	21.4	21.5	99.4
YETP	5.7	1.4	94.7	23.1	258.9	63.0	151.7	36.9	410.7
DeKalb									
YCCIP	0	-	0	-	4.4	3.0	123.0	97.0	127.4
YETP	13.1	2.6	15.9	3.2	229.3	46.1	267.7	53.9	497.0
NEGa-BOS									
YCCIP	14.2	19.5	29.9	41.0	48.3	66.2	24.6	33.8	72.9
YETP	29.4	7.3	152.1	37.5	358.6	89.9	44.8	11.1	403.4

Planning for FY1979

The DeKalb County CETA staff candidly admits that little time is spent on devising strategies for dealing with the labor market or planning based on elaborate analysis of local needs. Their immediate concerns are "surviving on a daily basis" and recently this has been especially acute with the uncertainty attendant on reauthorization of CETA and the budget. Assistant Director Peter Burke says that in the last few months he and the Director have spent 50 percent of their time "working out the intricacies of how to stay afloat" because of funding uncertainties. He thought that the change in the fiscal year would avoid these uncertainties, but it is as much a problem this year as any. It is a "trashy way for Congress to treat the second most important human service program after welfare."

DeKalb is particularly edgy since they have heard through NACo that their funding may be much lower than last year, not just slightly reduced. This is of particular concern since their fiscally conservative Board of Commissioners and administrative departments are slow to review and approve the CETA contracts which include contracting fiscal authority to program operators. Last year the signing of YETP and YCCIP contracts was delayed for much longer than in other prime sponsor areas because the Commission required a different kind of bond of subcontractors than in the past. This added time to the approval process. Currently FY79 contracts for several operators have been drawn up and are proceeding through the administrative overview process in the county prior to submission to the Commission's agenda. It is feared that any substantial reduction in funding would require rewriting these contracts, which are creeping through the review process. Thus the lengthy and slow review and approval process would of necessity begin anew. This would slow up program operations, which to now have continued but with a wary eye on the dwindling funds available from FY 78. One program operator is to be changed, YCCIP will be moved from the LEA to the community action agency. Without a new contract this program cannot proceed.

The funding uncertainties have not had the same effect on other prime sponsors in the Georgia areas studied. In two, Cobb County and Northeast area of the BOS, fiscal operations are handled by the State of Georgia which, compared to most program operators has no cash flow problem or lack of other reserves. In Atlanta the YCCIP program is not operating during the first quarter FY 79. YETP will not begin until January, but some FY 78 contractors have had their contracts extended through the first quarter with unused FY 78 funds being expended. Thus operations have continued though at a reduced rate. Atlanta has needed a breathing space to work out some of its first year problems. By delaying the new FY 79 contracts until January these will be addressed.

The FY 1979 planning for YETP and YCCIP are similar in some respects to that for 1978, but in other ways differ. The differences are largely as a result of lessons learned in the first year. The planning process is essentially the same, that used for other CETA titles by Atlanta--an RFP stage, followed by Youth Council subcommittee ratings, final approval by the Youth Council, ratification by the Employment and Training Council, and then local legislative and executive approval. The timing of this process, however, has been modified. As the YETP plan candidly states:

> Two factors--staff turnover in the City of Atlanta's Title III CETA Office and limited planning information and instructions from DOL--have retarded the FY'79 planning process. As a result, and in an attempt to avoid problems encountered during FY'78's attempts at rapid project selection and implementation, the Atlanta CETA office will postpone start-up of FY'79 new YETP contractors until January 1, 1979.

The Title III office was established in January 1978 with a skeleton staff. In following months a new director, chosen from outside Atlanta manpower circles, and more staff was added. That director took an extended leave in mid-summer and was replaced by the current director, who came out of the local OIC office. Other staff has been shifted into new responsibilities within the Title III office, others have been relieved of their positions, and still others have been given additional responsibilities beyond the Title III operation. In nine months the personnel turmoil would try the best designed and administered program. This situation during the first year of a new program did not bode well for efficient operations.

A major deficiency in the first year which planning for FY 79 is addressing is the intake phase which the Title III office handles.

Unlike the first year it "will not take first come, first serve and out the door to contractors," according to Title III Director George Henderson. On an unannounced visit to one of the intake sessions it was clear that assignments of youth to subcontractors were on a virtually random basis, with no consideration of youth needs compared to the intent of the program component. This has been recognized by the staff as an obvious deficiency in their process. Henderson feels that the high turnover rates underscore this need. The redesigned intake will include individualized intake to match youth with the client requirements of different subcontractors. Some sort of a rating system will be devised which will consider the youths' attributes compared to those of clients which the contractors plan to serve. Many youth in the first year had severe educational deficiencies which jeopardized their program performance. The intake did not adequately identify their needs nor make assignments to subcontractors which took account of the youth's deficiencies.

The four program components planned for 1979 are revised from those in the FY 1978 plan. A career exploration and orientation phase will follow the intake phase with all youth participating in contrast to the first year when it was one of several parallel options. The RFP for the career exploration subcontractor took place before that for the other components since youth will flow through it first. A new CBO, which had had a SPEDY contract, won out over the Urban League in a close contest which was settled only after presentations from the two before a subcommittee of the Youth Council (these two had emerged from a larger group of bidders).

After the career exploration phase youth will be counseled by the Title III staff and then referred to another YETP component--specialized job development, OJT, remedial education, or skills training--or to another youth program--YCCIP or a special youth program (FOCUS, VICI, or Project EXCEL)--or referred externally--Title I, employment, or other agencies. The remedial education and the skill training components are new for FY 1979. Although about 40 percent of first year clients were high school graduates they had such educational deficiencies that the remedial component was added to address them and thus increase employability. These two new components substitute for a first year component called "innovative programs." The innovative programs which were subcontracted in FY 1978 were in one instance to an an agency which serves handicapped youth through OJT, and the other to a CBO, Responsibility Language System, which through classroom training provided improved language and communication skills to youth. In the second year these contractors will not be precluded by the new components definition but will shift their proposals to other components.

The most significant alteration in the Cobb YETP Program is that the "middle-man," Oak Ridge Associated Universities, will be eliminated. As middle-man Oak Ridge established a local administrative agency, ITC, in Marietta leasing from Lockheed training facilities, equipment, and instructors. They successfully contracted with Cobb County for its YETP program and with several other area prime sponsors to operate their STIP programs. STIP was their primary interest, but they were trying for other contracts including youth programs.

Chain of command problems were inherent with the arrangement and Lockheed and Cobb County agreed to contract directly the second year, eliminating the Oak Ridge group. The substantive nature of the program has not been questioned, only operations. What Cobb and Lockheed have agreed to do this second year would not have occurred without the catalyst of the Oak Ridge group which they learned had no monopoly on efficient, smooth program operation.

Planning fo FY 1979 in the Northeast area of the BOS is procedurally the same as for 1978. The planning, however, is addressing some of the deficiencies of the first year and responding to estimated lower funding. A major shortcoming of the program and one which was evident before the program began was that it was not designed to reach high school dropouts. With the area's fifteen high schools as the locus of the phased career employment experience, work experience, and OJT program a participant of necessity had to be in school. The return of dropouts to school was anticipated and the plan specified serving 150. In terms of the USDOL Quarterly Reportsthese dropouts, if they had returned, would have been counted as in school. Little such movement occurred. There was no massive return of dropouts obscured in the statistics by being counted as in school. The problem is that school is unattractive to many dropouts; some are pushouts and unwelcome if they wanted to return. In interviews with youth of this area in the YCCIP program, those who were dropouts expressed vehement dislike of school. Some had been out for several years although only 17 and 18 years old. One youth had been out of school since 14 years old (before he reached the legal age of 16 for non attendance). The YETP program does not appeal to these youth since it is school based.

The concern of servicing dropouts has come from the State as well as locally. In instructions to balance-of-state area planners the State of Georgia has emphasized serving this significant segment better than the first year. The program is being revised to account for one major deficiency--the absence of available GED or ABE programs for the dropout. Recognizing that the dropout will hesitate to reenter the traditional school, the program coordinator is working toward creating more opportunities for dropout participants to enroll in these educational programs. In some counties neither program exists, and it will be necessary to establish one or arrange transportation to other counties for participants. Since the program operator is the Coordinating Education Service Agency (CESA) this will be a feasible objective since this agency coordinates educational services and activities in the fourteen school systems in the ten-county area.

LEAs

The LEA agreement in DeKalb, a financial agreement with the Board of Education for the operation of a substantial portion of YETP will continue in FY 1978. Their Director Betty Hull, however, has had harsh words for the CETA system in terms of planning. "We were given conflicting information on how much in funds we can keep only part or 100 percent. Maybe we'll get the answer by September 30th at midnight." Of course, she is only just not getting her answer.

Up to now she has felt that CETA promotes more fiscal responsibility than the old categorical programs by allowing carry-overs. Carry-overs can be purposely generated to protect the programs and the clients when Congress is slow to act. She feels that if the carry-over option is modified that ultimately it is the clients who will suffer.

The DeKalb LEA will be altered to the extent that the Board of Education will not operate the YCCIP, which was a failure, but will be transferred to the community action agency. That agency has operated a successful work experience component under YETP and has better success than the schools in reaching dropouts.

In Northeast Georgia the satisfaction among the school systems with CESA's operation of YETP is high. The school principals trust that agency since it is of their kind and they have had a relationship otherwise. Since CESA operates all of the YETP, except for OJT contracts, its role will remain unaltered, although funding will be reduced (as yet allocations from the State have not been announced).

The LEA agreement between Atlanta CETA and the Atlanta Board of Education has been extended as have several other YETP contracts. A new agreement is being negotiated and should be reached by January. CETA staff and Youth Council members have expressed concern with this program as being only work experience More emphasis on activities concerned with the transition to the world of work would be preferable according to some staff and Youth Council members. One Council member who feels that the Board of Education does what it wants in terms of programming expressed the despair of others: "try and get the schools to take back those coming to CETA who can't read and spend the 22 percent on them." Any significant change in the in-school program is not predicted.

The 1978 LEA agreement in Cobb County included only one of the two systems in the county (Marietta). While the Cobb County Board of Education has still not joined, the local technical school (Marietta-Cobb Area Vocational-Technical School) has signed the agreement. They will serve a referral role. This was essential if YETP was to have any students during the first two quarters of the academic year as Marietta High will not release any students for the program until the last quarter of their senior year. The Voc-Tec School will make referrals from among their students and applicants. While their pool is mostly comprised of high school graduates, several of their programs do not require graduation thus they can refer dropouts as well as graduates to the YETP component. Another change in the second year is that a formal GED program will be available to YETP dropouts. Last year this was handled informally with the students encouraged to take GED but in fact none completed it.

Data

Ask a planner for data and you are likely to get anything. Like knowledge development, it engenders confusion and blank stares, nevertheless, like knowledge development it is more understood than the terms themselves. Prime sponsors are sensitive to the data required on the quarterly reporting forms. But in compiling statistics from these forms errors have been found that apparently have never been detected and called to the attention of the prime sponsors by the Regional Office. One prime sponsor never recorded significant segments on the Youth Program Planning Summary form, although they were clearly stated in the narrative of the plan, nor on the quarterly Youth Program Status Summaries. When brought to their attention, the response was that since the program eligibility is the economically disadvantaged it didn't have to be listed in the significant segments. Obtaining the quarterly reports from some prime sponsors has been difficult. For one prime sponsor one office compiled and maintained the Characteristics and Program Status forms and another, the Financial Status Report. For two prime sponsors the fourth quarter reports only became available the end of the first week in November.

In two prime sponsorships, subcontractors on their own initiative are collecting data about participant performance. These two contractors are educational agencies, DeKalb Board of Education and CESA in Northeast BOS. Another, Atlanta, is using basic client data as the data base for a study of impact subcontracted to a research firm. Two sponsors, Cobb and Northeast BOS, use the services of the Georgia Department of Labor for their basic record keeping required by USDOL and for their own management.

The Central Records Unit (CRU) of the Georgia Department of Labor is the records manager for all balance-of-state areas (including Northeast). In addition this service is also available to prime sponsors in the state who have contracted with them for these services. Such is the case with Cobb County. Cobb has a primary contract with the state for all functions but planning. GDOL in turn subcontracts with operators, but the Cobb planning staff constantly monitors the interaction between the state and agencies and the performance of the program contractors.

The CRU compiles and issues weekly three printouts: the weekly Wage Detail Payment Summary, Enrollments, and the Wage Detail for a longer period of time. The prime sponsors can make some accounting of their funds from these reports, but the CESA coordinator in Northeast area feels that they are not timely enough to accurate gauge the true state of the funds. The quarterly reports which the CRU compiles are not furnished to the subcontractor routinely but to the area planner. Unless the operator is also compiling the statistics, he will not necessarily have as much information about his participants and terminations as the State and Regional offices. CESA has kept this information for each of the high schools in which the program operates, thus can make decisions pertaining to service, although the standard reports are not necessarily the basis for these decisions.

The Cobb planning staff has complained that the quarterly reports that CRU of GDOL has compiled are not accurate, stemming from their failure to incorporate all modifications made to the YETP and YCCIP plans. "We sign them anyway," the planner reports. During a visit with the Cobb planners a series of phone calls was witnessed in which a discrepancy in placements was discussed between the planning staff and the subcontractors, and then with the local State ES office with a plea to them to get it "straightened out."

The complaints about the Central Records Unit is not a one way street, however. Earlier in the YEDPA program cycle the CRU complained that the program operators didn't understand their reporting requirements. Their CETA Form for Enrollment serves as both an enrollment and termination form and is submitted at intake and at termination by different teachers. According to an employee of the CRU many of them could not fill out the forms correctly and could hardly be expected to do so since their program supervisor could not either. Since these teachers were dispersed geographically across ten counties, corrective action was delayed. The item which was most misunderstood was the economically disadvantaged criteria. More recently CRU reports that these problems have been cleared up. As the newness of the program has worn off and the expertise of the administrators has increased this sort of problem has been minimized.

The management information system of Atlanta's Title III Office includes tracking participants through enrollment and termination data. Financial management is not handled by Title III but by the central finance office. The Title III Office compiles several of their own reports weekly by program and contractor summarizing enrollments, termination by type, and an analysis of actual versus planned performance.

Evaluation

Prime sponsor evaluation activities are primarily confined to monitoring program performance in terms of enrollment characteristics, terminations, and expenditures. The purpose of the reports is to assess whether contractors are meeting their goals. If not, CETA can recommend corrective action. These reports are required by Atlanta CETA of each of its programs and are presented at the regular Monday morning meetings of all CETA-staff administrators. Some internal competition among the various Title's administrators is inevitable as their programs are brought to the numbers test. The federal forms for reporting of Characteristics and the Program Status Summary are compiled monthly for Atlanta's Title III programs to assess impact on client groups. Recommendations are made to the whole unit if deficiencies in service are revealed through this analysis.

Beyond the considerations of keeping up with schedules and plans, the Title III staff has recognized the necessity for more probing into questions of impact. A more sophisticated research study has been commissioned to the Institute of the Black World, a local consortium of black intellectuals, to provide a profile and analysis of the target population. They will sample program participants and non-participants and compare demographic characteristics, attitudes toward work and authority, self-concept, values and future orientation. The study will also utilize client data records as well as interviews with counselors and trainers to address the questions of impact. The staff and council are depending on this study as their YEDPA knowledge development.

A different kind of impact question concerns the BOS. They require that their own program benefits be equitably distributed within the state--not only among the 16 different areas of the BOS but also among the counties in each area. In order to monitor and evaluate the fair-share distribution of program enrollments and expenditures, the reports to each BOS area break out enrollments, terminations, and expenditures by county. Having numerous counties, many of which are relatively unpopulated and rural, a few CETA dollars make a substantial impact locally. Since program operation favors larger population centers, this county-based monitoring and evaluation keeps a share of the benefits for small rural counties. The CESA coordinator has calculated, according to the allocation formula, the number of hours of work each high school can authorize for YETP participants. The program teachers then are responsible for making the decisions as to who works how much yet keeping totals within their maximum allotted hours and thus assuring the equitable distribution of funds among counties.

For their experimental YETP clerical training program the DeKalb Board of Education has amassed a data set on its clients. These items include the results of ability and physical testing, program attendance and absenteeism, demographic data, work and education histories, and program performance. Due to the research experimental character of the program and the methodological sophistication of the coordinator, questions of the program's impact are uppermost in the project. Ms. Hull has been and is continuing to test out hypotheses related to clients' labor market successes. However, this is a unique situation and does not characterize the other YEDPA projects studied. Others are concerned about impact on youth but as described this is very much subsidiary to the collection of data and its evaluation to "satisfy the feds" or monitor the performance of subcontractors regarding enrollments and expenditures.

SPEDY

The YEDPA programs have significantly altered the delivery of the SPEDY program in the City of Atlanta. With the establishment of the Title III Office, a shift in program responsibility was made within the City's government. Prior to CETA the local community action agency (EOA) had operated the summer youth programs, but once CETA was enacted that responsibility was placed within City government. This was not, however, initially with the CETA Office but with the Youth Development Division (YDD), an office devoted to youth advocacy, resource development, planning and evaluation. Both the YDD and the CETA Office are part of the City's Department of Community and Human Development but in terms of human services delivery, CETA programs comprise the lion's share. SPEDY was the lone CETA program not principally administered by the CETA Office. YEDPA was the impetus for establishing a separate Title III Office to administer YETP and YCCIP. The special youth program grants which Atlanta has received also are administered through this office. The full shift of the administration of SPEDY completed the centralization of youth employment programming in the CETA Title III Office (the exception is the Title I in-school program). The Youth Council superceded the SPEDY council. The Director of the YDD, Terry Allen, feels this is to the detriment of the program because the SPEDY council had substantially more community members who were responsive to community needs. Thus, he says, the name of the game is becoming "turf protecting" with agencies and City departments intent on getting their slots. Allen fears that the comprehensive design is being supplanted by a series of separate, unrelated summer subcontracts, many of which are innovative projects which more appropriately should be offered year-round.

This summer's SPEDY program did mark a departure in this respect. Innovative career exploration projects, several of which were initiated under YETP, were funded through SPEDY as their YETP cycles had expired. Rather than "one-shot" summer pilot programs several of the innovations are permanent additions to the year-round youth programs. The diversification of SPEDY and YETP by Atlanta represents a policy decision to move away from work experience as the only program option for youth.

A similar dissatisfaction with work experience and the attraction of more innovative programming such as taking place through YETP led to a changed SPEDY program in Cobb County. Until 1978 the summer program was exclusively work experience. In the planning phase Mrs. Lee, the principal of Marietta High School (the LEA and referral agency for in-school youth to the YETP program) designed a summer remedial reading program. When teachers at the local middle school heard of the proposed program, which would teach reading and pay youth to attend classes, they were outraged. Unfavorable publicity surrounding this incident resulted in the LEA revising the program to eliminate the payment of allowances for the hours that the students were studying reading. Since the program also included Career Exploration the students were paid allowances for the balance of their time.

In addition to the Career-Exploration Reading program, the SPEDY program included a small vocational exploration component (for 40 youth) modeled on the YETP component by that contractor. The summer component consisted of classroom training in electrical or sheet metal skills. It was targeted for out-of-school youth, but did not attract sufficient numbers and thus ended up as serving primarily in-school youth. The planners feel this was the major shortfall in expectations.

The balance of Cobb's SPEDY, and the largest part, was work experience. The wages paid under it were $2.65 per hour, the same as YETP, but compared to $3.00 for YCCIP. YETP participants were not allowed to transfer to SPEDY work experience although a few applied. Their motivation was to avoid the academic portion of YETP which was required in conjunction with their YETP classroom training. Since the YETP youth, mostly in-school seniors, had signed agreements with their principal and their parents in order to enter YETP they were prohibited from making the transfer. Some former YCCIP participants who had dropped out before the summer enrolled in SPEDY although the wage was less. The work in YCCIP is primarily carpentry. The difference in type of work between summer work experience and YCCIP is in the variety of placements in the summer program. The YCCIP project, contracted to the YMCA and YWCA, includes carpentry repair and alteration activities, painting, and some landscaping in various sites around the city. The work is physically demanding and often includes maintenance and cleaning. Summer work experience jobs included a greater variety of assignments--clerical, recreational, and food service as well as laboring and sites--the usual public agencies, schools, parks, and non-profit agencies. The services in neither program are at issue as they are minimal.

In Northeast Georgia SPEDY was operated much as in the past through the community action agency, ACTION, which also operates the YCCIP program, the Title I in-school program which is still referred to as NYC. The agency is the only community-based organization with a network throughout the ten-county area. Many of these counties are quite rural with access to employment especially acute. The agency provided counseling to participants for a week prior to their being interviewed by client organizations and placed in work experience. They placed 1048 SPEDY and 258 Title I youth in agencies throughout the ten counties. ACTION's records of these placements indicate that SPEDY and Title I participants were frequently placed in the same agency thus blurring the distinction between the two programs.

The YETP youth, participating in CEE with a work assignment in their high school or a local agency, usually remained in their positions but with their hours increased. Some youth transferred to SPEDY, although there was no inherent wage or service advantage in doing this. In fact, the advantage was with YETP because of the services provided by the teacher-counselor. Some 120 new youth were enrolled in YETP in the fourth (summer) quarter. A consequence of the heavy enrollments in the final quarter and the increased work hours of those already enrolled is that 90 percent of funds were expended. This was considerably above that originally planned. The area planner indicated that control slipped away from the program coordinator.

An exceptional YETP placement opportunity was arranged through ACTION during the summer by considering it as a work site. Thirteen youth were enrolled in ACTION's Title VI carpentry program. They renovated the ex-school which became CESA's headquarters. Some of these youth participants are now being considered as supervisors for the Title VI program since they became highly proficient workers, and demonstrated supervisory capacity through informal work relationships.

A distinction between YETP and NYC (Title I) which CESA, the YETP program operator, has been stressing throughout the program was the superiority of the work experience and particularly the supervision. At a high school visited earlier this was apparent but a more recent visit to another high school somewhat contradicted the earlier observation. The school principal was aware that YETP and Title I students were on work assignments within the school but could make no qualitative distinction between their assigned jobs. In recounting the summer activities of YETP youth at his school he complained that "it took six youth three weeks to paint a dressing room; they goofed off, played basketball and went to twon." Asked about the future, the principal related: "I want to have ten next summer to sling weeds, paint, scrub floors, play basketball, and go to town." The difference is that he will be the boss.

The SPEDY program in DeKalb County is more seasoned than in other prime sponsors which recently have begun the kind of program experimentation which DeKalb has had for years. DeKalb's SPEDY administrator, their Board of Education, has operated youth programs in the summer and year round since the "categorical era." They are proud that they are unlike many prime sponsors who under CETA abandoned youth programming except in the summer. Rather than YETP influencing SPEDY design the reverse is true. Their YETP program is similar to their SPEDY in terms of the components. Through SPEDY they have been awarding academic credit to youth in career exploration for the past four summers. About 130 youth from Title I transferred to SPEDY; 180 SPEDY youth went into Title I after the summer and a few into YCCIP. Generally in this and other prime sponsors, there was little transferring from YETP and YCCIP to SPEDY or back.

Issues Postscript

The assumption that programs, and these in particular, are wanted by local governments has been raised by two prime sponsors. It has been observed that this predicates action in Washington and by Congress especially, but also the USDOL. One of the Georgia prime sponsors, Cobb County, decided not to participate in YEDPA programs last fall. A torrent of pressure was applied from the highest levels of federal government as well as the state to reverse that decision. In this particular case the County Administration had not wanted to take on another program because of some dissatisfaction with other CETA-program administration locally. However, this county is extremely politically conservative, very suspicious of federal programs, and nervous about integration issues. Thus the County administration, the planners, and others delivering services have to proceed with some caution. For instance, several of the Atlanta CBOs have never succeeded in obtaining a contract in Cobb although the geographical distance is negligible.

A related issue is that the "feds" and Congress have no appreciation for local government process. In terms of initial implementation this has been thoroughly discussed in these case studies but it is a factor throughout, but especially in planning and contracting phases. The fact that regulations are made final toward the end of the program year is a source of great irritation.

The CETA system is affected with a high rate of job dissatisfaction. Employees in every prime sponsor, except one, were actively looking for jobs elsewhere and others were showing such signs of strain and dislike for their assignments that they would jump if a job were offered. This was not only among lower level occupations but at all but the top administrative level. Can an employment and training program be planned and operated by employees who themselves are caught between the insane demands of their system?

THIRD INTERIM REPORT ON YEDPA

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Introduction

This is the third interim report on YETP and YCCIP youth programs in three Prime Sponsors: Boston, Eastern Middlesex, and Worcester. In each of these Primes we identified several programs and tracked them very closely over the past year. The programs we examined were:

(1) ABCD in-school (Boston YETP)

(2) World of Work (Boston YETP)

(3) Lena Park (Boston YCCIP)

(4) Youth In Service to the Elderly (Boston YCCIP)

(5) CEOC Media Project and OJT (Cambridge YETP)

(6) Just-A-Start (Cambridge YCCIP)

(7) Project Transition (Worcester YETP)

(8) YOU, Inc. (Worcester YETP)

(9) Parks Program (Worcester YCCIP)

In each of these programs we interviewed youth. For the smaller programs we interviewed all of the youth, in the larger in-school work experience programs we interviewed a sample. In most instances we interviewed the youth more than once in the course of the program. Nearly two hundred youth were interviewed.

In addition, we attended intake interviews last winter and then followed the youth through the programs. We attended classes with the youth, spent time with them on job sites, interviewed job site supervisors, and kept track of the youth after they left the program. We also extensively interviewed the staff (at all levels) in each program. We thus not only learned much about the youth and what happened to them, but for most programs we observed the evolution of the program itself in terms of content, staff, organization, and so forth. In addition, we have held numerous interviews with Prime Sponsor staff.

This report represents only a fraction of the information gathered as a result of these extensive interviews. The process is continuing and the final report will contain greater detail. Furthermore, the opinions contained in this report are tentative and subject to change.

Unlike the previous interim reports, this interim report will focus on the programs themselves describing their goals, content, and outcome. Again, the tentative nature of these judgements should be emphasized.

CEOC Programs

CEOC was responsible for Cambridge's YETP programs. We monitored two of CEOC's efforts: (a) an OJT program and (b) a media project.

The OJT program was intended to enroll 45 youth for "Job Shop" training, send 3 youth to each employer who would select one, and place the remaining youth elsewhere in the system.

The program only succeeded in enrolling roughly twenty youth. Of these only five were placed in OJT slots, all involving menial work. The remainder were simply sent to await SPEDY summer jobs.

We observed several of the job-shop sessions which were intended to prepare the youth for their OJT interviews. These sessions were competently run by the staff but lacked spark and a sense of involvement on the part of the youth. This, of course, became less than relevant given the failure of the program to produce OJT slots.

The Media Project experienced even more serious problems than the OJT program. The media project initially was designed for thirty youth, twenty drop-outs and ten in-school youth. The out-of-school youth were intended to attend GED classes in the mornings and engage in media instruction and projects in the afternoon. The in-school youth joined the media activities after school.

The media instruction was organized and run by a private corporation which does media programs for local schools.

The media project was in difficulty from the start. In the several sessions which we observed, the youth generally paid little attention, displayed little interest, and were not involved. Over time this worsened with hostility, occassionally racial, emerging in the group. CEOC was unable to intervene successfully to improve the program. This situation was exacerbated when the CEOC staff person responsible for the program resigned.

By June the chaos had gotten out of hand with fights developing among the youth. The two media instructors were fired, the program was suspended, briefly resumed, but was suspended again. The youth were sent to job sites, with the GED continuing. Meanwhile, the CEOC youth director resigned (it is interesting to note that in the midst of the program's collapse it was presented at a Regional Labor Department conference as a model program).

As of the end of September, only seven of the original twenty out-of-school youth were attending GED classes, and none of them had taken any of the exams. Ten of the twenty out-of-school youth either were regularly attending the afternoon program or back in school. Eight of the remaining ten are essentially unaccounted for and two are said to be working.

Just-A-Start

Just-A-Start is the Cambridge YCCIP program. It contained eightteen slots. The youth were divided into work crews and engaged in housing rehab work under the supervisor of skilled adults (who were CETA Title VI workers). In the evenings the youth participated in GED classes.

We interviewed all of the youth in the program, observed the crews at work, and observed some of the GED classes. We also observed the intake procedure at the start of the program.

The program is not a supported work project, but is organized informally along these lines. They are strict about attendence and punctuality. In addition, within the guidelines and budget the program rewards youth through pay increases. There was considerable dissatisfaction among the youth about pay levels and next year's program will offer higher wages.

It should also be noted that the Just-A-Start Corporation donated equipment and transportation to the program and this year will not charge any overhead or administrative costs. The entire budget will go to wages for the youth.

We observed several crews at work and were impressed with the quality of the work and the camaraderie among the youth.

The program enrolled a total of twenty-four youth over the course of the year. Of these two were terminated, three withdrew to enter other youth programs, and eight withdrew for miscellaneous reasons. This is a fairly high turnover rate. However, it should be noted that at least six of those who withdrew or terminated were in the program for one month or less. Thus, if a person lasted a month the odds were good of them making it.

Of the eleven youth who completed the program three were placed in OJT slots, three found private sector jobs, one enrolled in college, and four are continuing in the program.

With respect to the GED, one youth completed it, five have passed two or more exams and are continuing, four were too young to take the exam but participated in practice sessions, and two took night courses in local high schools.

It is still too early to make judgments about the program because we won't know for some time what becomes of the youth in the OJT slots, the youth who found jobs, and the youth who continue in the program. However, given the resources available to programs it is not clear what our expectations should be. On the basis of what we know now we regard this as a successful, well run program, probably the soundest YOCIP program we have observed.

The reasons for the program's success seem to be:

(1) The work was meaningful to the youth. This does not mean that the youth became skilled craftsmen or even learned enough to compete successfully in the job market. It does mean that the youth felt they were learning something and, more importantly, that the work was useful.

(2) The agency is oriented toward housing rehabilitation work and treated the program as a means toward accomplishing this work. Furthermore, the agency seems less involved than others in local politics and lacks the internal struggles which characterize some agencies. All of this lends a more professional air to the program and the youth sense this.

World of Work

World of Work, a Boston YETP program, prepares in-school youth for private sector jobs. WOW provides no stipends, rather it puts the youth through a three week workshop and then uses contacts in the business community to arrange interviews for the youth.

We observed a group in March. We followed the group (of twelve youth) from recruitment, through the workshops, and to placement. As noted in earlier interim reports, this group may not be representative because the start-up of the entitlement program caused some disruptions in the WOW programs. We are now following another group through the cycle.

During the workshops the youth are given interest tests, coached in how to fill out applications, how to behave in interviews, and so forth. We were impressed with the relaxed but serious atmosphere of the workshops.

The cycle for these youth ended in April. The youth were then supposed to be sent to job interviews for non-stipended private sector employment. As of mid-July, two of the twelve youth were on jobs. As of this fall, the following was the situation of the twelve youth:

(1) No job
(2) No job
(3) No job
(4) No job
(5) Hospital dietary assistant
(6) Department store warehouse
(7) Department store warehouse
(8) Hospital orderly
(9) Hospital orderly
(10) No job
(11) Job through ABCD
(12) Job through ABCD

As is apparent, five of the youth were without jobs, two of the youth had jobs (presumably stipended) through ABCD, and the jobs held by three of the youth were in the public or non-profit sector.

Project Transition

Project Transition is the largest Worcester YETP effort. It is essentially an in-school work experience program organized along standard lines. It does, however, provide considerably more counseling than most such programs. The CAP agency which runs the program hired several counselors as did the Worcester schools under the LEA agreement.

The program was slow getting started due to a variety of problems discussed in our earlier reports. As of August, the program had 159 youth enrolled out of a projected 200.

We drew a random sample of twenty-three youth and interviewed them between May and August. We also interviewed their job site supervisors and the Project Transition (not school) counselors assigned to them. A list of their sites and tasks are enclosed in Table II.

Our impressions are:

(1) The quality of the work sites are very impressive. There is good variety and a low ratio of clerical to other tasks. Some of the activities of the youth are quite remarkable.

(2) There existed very good interactions between the Project Transition counselors and the youth. The counselors obviously knew the youth well, understood how they were doing on the work sites, and saw the youth at regular intervals. Furthermore, the counselors generally had made special efforts to place youth in settings consistent with their interests and on several occasions found new sites for youth who requested a

change.

(3) The youth were generally quite pleased with the program, as were the job site supervisors.

ABCD In-School Program

This program is the largest component of Boston's YETP activities, enrolling roughly 200 youth during the school year. For the most part, the program is organized in a decentralized manner with neighborhood based ABCD Councils (APAC's) responsible for the operation of their own programs. In addition, the central office of ABCD organizes specialized programs (to be described below).

We drew a random sample of youth from three of the largest APAC's, visited their sites and interviewed the youth and supervisors. We did the same for all of the youth in a smaller APAC. In addition, we have exhaustively interviewed ABCD administrative staff and counselors involved with these youth.

Table I below lists the placements and the tasks of the youth in our sample. Our impressions of the placements and supportive services are:

(1) We are impressed with the quality of the agencies in which placements are made. The agencies are diversified and generally, by virtue of their function, likely to be concerned with the youth whom they take on.

(2) This implication is born out by interviews with supervisors. They almost always knew the youth well, were genuinely concerned with their welfare and had gone out of their way to help them.

(3) The dominance of clerical occupations is disturbing.

TABLE I

ABCD Placements

Agency	Task
Community Medical Center	Clerical
Day Care Center	Teacher's Assistant
City Hospital	Clerical
Housing Authority	Clerical
Social Service Agency	Youth Work
Mental Health Center	Clerical
Recreation Center	Labor
State Environmental Agency	Clerical
ABCD	Clerical
Child Development Center	Child Care
Youth Agency	Day Care
Medical Center	Clerical
ABCD	Clerical
State Agency	Clerical
Creative Arts School	Clerical and Youth Worker
Day Care Center	Day Care
Day Care Center	Day Care
Day Care Center	Clerical
Day Care Center	Labor
City Hospital	Clerical
Neighborhood Center	Clerical, Child Care
Neighborhood Center	Clerical
ABCD	Clerical
Recreation Center	Guard, Instructor
City Agency	Clerical
ABCD	Clerical
Neighborhood Center	Day Care
Federal Agency	Clerical
Housing Project	Labor
Legal Services	Clerical
Child Care Agency	Day Care
ABCD	Clerical
Health Center	Clerical

TABLE II

Agency	Task
Social Service Agency	Clerical
High School	Tutor
Social Service Agency	Clerical
Social Service Agency	Clerical
4-H Club	Youth Work
Social Service Agency	Clerical
College	Labor
Hospital	Lab Assistant
Hospital	Janitorial
Day Camp	Counselor
School Department	Clerical
Community Agency	Curriculum
Community Agency	Designs Multi-Media Shows
State Agency	Clerical
Veterinary School	Clerical/Work with Animals
Day Care	Child Work
Public Interest Group	Clerical
Community Center	Community Outreach
Medical Organization	Clerical
Veterinary School	Assistant to Vet
Parks Department	Youth Work
Library	Clerical
Museum	Labor

(4) In general the youth did not receive very much in the way of supportive services from ABCD, such as counseling or workshops. This varied with the APAC's, but the average was not good. The counselors are part time workers without special training and who have other jobs or are in school. Hence the main benefits to the youth are the jobs themselves and any support they receive from the supervisors.

(5) The youth in general seemed happy with their jobs, liked their supervisors, and had only minor complaints about the program.

ABCD's central office has tried to improve upon the normal operation of the in-school program by establishing several special sub-programs. The outstanding example is the Health Careers program which involves placement in health related sites and in which the youth actually receive supportive services. This program was developed under the auspices of the in-school program, but this year was successful in securing outside funding. ABCD is in the process of establishing an environmental careers program with a similar philosophy.

The selection of youth into the in-school program is generally not on the basis of need (other than as defined in DOL regulations). That is to say, no special effort is made to identify potential drop-outs or youth who otherwise are in need of intervention.* In fact, at least one APAC selects the youth who have performed best in summer programs. This obviously raises the issue of program goals other than income maintenance. However, this is not a problem unique to ABCD, the same issue can be raised for other equivalent in-school programs. Given the limited resources and extent of the counseling and other services, it may not be viable to pursue another strategy.

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*Although local social service agencies do refer youth to the central ABCD office and special efforts are made to place these youth in programs.

YOU Inc.

This component of the Worcester YETP programs differs qualitatively from all of the other YETP programs we have examined. The youth in this program are in very serious difficulty: they are offenders, and many of them are seriously disturbed. Many of them come from broken homes and live in various agency settings.

The program staff is not out of the manpower tradition, rather they are social workers and other mental health professionals. This led to various initial difficulties in becoming accustomed to the mysteries of CETA regulations and procedures. In addition, the program was very careful in the initial selection of youth because, in effect, the program is a therapeutic setting. For these, understandable, reasons, the program was very slow in getting started and in meeting their quotas.

The youth, who are enrolled in Worcester's alternative schools, are placed in regular job placements, which are identical in type and quality to those of Project Transition. The supervisors are not informed of the background of the youth but do have instructions to get in touch with YOU Inc. staff immediately in the event of any difficulty. We interviewed ten youth and supervisors and our impressions are good. Because of the sensitivity of the situation we will not now identify or describe these placements.

The program provides considerable counseling and support services to the youth.

Lena Park

The Lena Park YCCIP program is a landscaping program for seventeen out-of-school youth. The program is run under the auspices of the Lena Park Community Center.

The program experienced some initial start up difficulties (difficulty in recruiting youth, difficulty in arranging for classroom instruction in landscaping) and began in earnest on March 1st. The first month consisted of classroom instruction conducted by a local landscaping firm, and our observation of the classes as well as conversation with the youth and staff indicated that they were well run and successful.

The youth began work in their initial site — a local park — in April and the program seemed to be going quite well. The youth took their work seriously, as evidenced by the obvious care which went into site drawings which they prepared. In addition, the program seemed to be successful in developing auxiliary services. For example, the youth were invited to make a presentation to a public forum organized by the Boston Architectural Center, scholarships were available by the Center to several youth for a five week landscaping program, various arrangements were made with respect to health care.

However, by mid-June the program had begun to fall apart. Throughout the summer on numerous visits we observed very poor attendance, and conversations with the youth indicated increasing bitterness and disillusionment with the program. Among the contributing factors were:

(1) Enormous staff turnover. In May, one of the original supervisors resigned, and the remaining supervisor became responsible for the entire program on a day-to-day basis. In June this supervisor resigned and interim — completely untrained — supervisors were put in charge. In July the program director resigned and a new director and new supervisors were hired.

(2) Inadequate Equipment. The program continually suffered from a shortage of tools and from the low quality of the tools which

were available. In addition, the program had no transport available to take the youth to sites or to remove debris from those sites.

(3) Inappropriate work sites. The youth felt, and told us, that because of the problems with tools and training, they were doing little other than clean-up work. At the same time, the sites they worked on seemed poorly chosen. The most serious example is that on several occasions the youth were used to help clean up the stadium of the local professional football team. Evidently, the team had made a side arrangement with Lena Park for these services. In addition, the youth were used to clean up housing owned by Lena Park and which Lena Park intended to sell, and the youth were used to work on the baseball diamond owned by Lena Park.

It should be noted that despite these difficulties several of the staff — both original and new — worked hard to maintain contact with the youth and to counsel with them on an informal basis. These efforts seem to have met with some success, in early September most of the youth indicated an intention to return to school.

Youth In Service to the Elderly

This YCCIP program is a supported work project for thirteen youth which sends them into the homes of elderly people for clean up and painting. Transition Employment Enterprises, which runs the program, is also involved with a HUD YCCIP program and both programs are operating through a local CDC. It has proven difficult for us and for the Boston Prime Sponsor to clearly separate the various components, but while this is annoying from a bureaucratic viewpoint, it does not seem to have any programatic implications, with one exception noted below.

The program can be interpretated as having three components. These are:

(a) The clean up work

(b) The educational component

(c) Behavioral modification via the supported work concept.

We have observed the youth at work on several occasions and our impressions are positive. The youth work well and take their tasks seriously. They seem well received by the community, have had many references, and receive very good on the job supervision. They are clearly performing useful services and doing it well.

It has to be kept in mind, however, that the skills involved are minimal and are unlikely to of themselves lead the youth anywhere. The question, then, is the impact of the program on the youth's behavior on educational skills.

The youth themselves have noted on several occasions to us that while they feel they are not picking up skills, they have matured as a result of the program. They felt good about the combination of negotiation and structure which was initiated in the orientation sessions and have continued. We are currently intensively interviewing the youth in order to better document this maturation. An important caveat, however, is the program's termination rate. Terminations, and the threat of terminations, are intrinsic to the idea of supported work. However, this obviously raises the issue of creaming. For example, of the eleven youth who entered the program in March or April, seven were no longer there at the end of August (although two of the seven were reported on other jobs).

The other issue concerning the program is the educational component. This was not put into place until the end of August. Currently the youth work three and a half days a week, spend one morning in classes, an afternoon on educational projects of various types, and an afternoon attending lectures by various outside people of interest. This educational component is only intended to last two and a half months. Although the explanation for the slow start is not entirely clear, one factor seems to have been difficulty with the HUD component which in turn slowed up the DOL program.

We have attended several classes (which are remedial, the youth's average reading score is fifth grade) and found them well run. However, obviously not very much can be expected from such a short and non-intensive program.

The program has been continued on lag monies through the fall, although it is not being refunded from FY79 monies. Until we have a better sense of the personal development of the youth it seems best to withhold judgment.

GENERAL ISSUES

The following are some issues which seem to be important.

(1) Many of the programs have continued to experience difficulty in recruiting youth. Last year this could be reasonably attributed to start up problems, but that is not the case this year. Program operators offer a variety of explanations of this difficulty. One possibility is that the universe of need is considerably smaller than aggregate unemployment rates would suggest. Another explanation, related to this, is that low CETA wages make the programs less attractive to the youth

than alternative activities. Yet another explanation is that CETA programs have a bad reputation (virtually all of the youth we interviewed had previous CETA experience) and the youth shy away. It is not possible now to resolve these questions, but they are clearly of interest.

(2) Staff turnover is remarkably high in these programs and has a disruptive effect. This turnover extends from the Prime Sponsor level, through the bureaucracy of the providers, and to the staff working directly with the youth. We have discussed this issue at some length in many of our interviews and will have more to say about it in our next report.

(3) The bulk of program resources continues to go to in-school youth. This is a defensible target strategy, although I would argue that it is incorrect. In important part, however, this is less the result of strategy than it is of the fact that in-school programs are already in place and geared to handle large numbers of youth. The Primes seem to follow the path of least resistance.

(4) The Primes, except rarely, lack either the information or political ability to de-fund bad programs. The Regional Office is no help since they have no grip on quality, only on numbers. This means that change tends to occur only through the accretion of new programs and new money.

(5) To the extent that one can attribute a conscious strategy to the out-of-school programs, it is of behavioral change and education, not skill training or job placement. My inclination, for many reasons, is to think this is reasonable but it needs to be specifically addressed and evaluated. Furthermore, it is

not clear that the programs are given the resources to accomplish very much along these lines.

Planning for FY79

The Primes have by now, of course, allocated their FY79 YETP and YCCIP funds. I will focus here on the outcome of this allocation as it affects the programs I have described.

Boston

(1) The ABCD in-school program has been continued, substantially unchanged.

(2) Lena Park's YCCIP program has continued. The Prime has asked Lena Park to establish a firmer relationship with the consulting firm providing instruction and to clarify staff responsibilities.

(3) The Elderly Chores YCCIP program has been continued on lag money but will not be refunded.

These outcomes are the result of a serious RFP process for YCCIP programs. The Elderly Chores program, for example, simply did not rank very high. This seems to be on the basis of the proposal rather than field visits. If field visits and monitoring by the Prime played an important role in refunding decisions it is hard to see how Lena Park survived.

The YETP process essentially was based on re-funding organizations of demonstrated merit. This resulted from a political struggle in the spring between ABCD and the Prime Sponsor. Hence YETP is the same as last year (with the exception of one small program, which was terminated). The Prime seems to have given up on its effort to establish a city-run intake and assessment system.

Eastern Middlesex

In Cambridge, Just-A-Start has been refunded essentially unchanged for YCCIP.

CEOC has been re-funded for YETP. Instead of a media project, they will run an OJT program. This is quite remarkable given their track record.

There was no competition for either YCCIP or YETP.

Worcester

Worcester is refunding the same agencies. There have been no changes in the YOU Inc. or Project Transition programs, though the funding level has been reduced. The YCCIP program has been revised in several respects: the ratio of supervisors to youth has been increased and more resources will go into educational services. In addition, the youth will work in parks which are currently closed and thus not visable to the public.

In addition, lag YCCIP funds from FY78 will be used to establish a new YCCIP program for offenders. This program is not scheduled to start until mid-January at the earliest, and no details are available.

Title Sponsor — BOSTON FY 1978	Classroom Training	OJT	Work Experience	[illegible] Services	Career Emp Experience	Other [illegible]	Other	Total	[illegible]	OJT	[illegible]	[illegible]	[illegible]	[illegible]	Other	
ETP ABCD In-School					245 58%								628 73%			
YDC	262 100%								370 100%							
Boys Clubs				107 24%								119 50%				
Casa del Sol				25 6%								72 30%				
R.A.P.				289 64%								N/A				
Roxbury Tracking				25 6%								46 20%				
B.P.S.					152 36%								205 24%			
EdCo					25 6%								28 3%			
TOTAL (SUB)	262 23%			446 40%	422 37%			1130 100%	370 25%			237 16%	861 59%			1468 100%
YCCIP																
Charlestown APAC			17 27%								19 20%					
ESAC			16 26%								32 35%					
Lena Park			16 26%								17 18%					
TEE			13 21%								25 27%					
TOTAL (SUB)			62 100%								93 100%					93 100%
GRAND TOTAL	262 22%		62 5%	446 37%	422 36%			1192 100%	370 24%		93 6%	237 15%	861 55%			1561 100%

Prime Sponsor BOSTON	Classroom Training	OJT	Work Exper.	Transition Services	Career Empl. Experience	Other w/ occup.	Other	Total	Classroom Training	OJT	Work Experience	Vocational Exploration	Career Awareness	Other w/ occup.	Other	
YET In-School					270,802 40%											
YDC	497,549 100%															
Boys Clubs				36,621 34%												
Casa del Sol					65,460 10%											
Roxbury Action Program				44,927 42%												
Roxbury Tracking				25,288 24%												
Boston Public Schools					262,779 39%											
EdCo					77,589 11%											
TOTAL (SUB)	497,549 39%			106,836 8%	676,630 53%			1,281,015 100%								
YCCIP																
Charlestown APAC			53,938 52%													
ESAC			56,783 23%													
Lena Park			74,941 31%													
TEE			56,414 23%													
TOTAL (SUB)			242,076 100%					242,076 100%								
Grand	497,549		242,076	106,836	676,630			1,523,09								

[illegible] .. distributions in parentheses Prime Sponsor BOSTON	CUM TOTAL FY 78 (as of 9/30/78)	Male	Female	/ 18	White	Nonwhite	Econ. Disad.	H.S. Dropout	H.S. Graduate	H.S. Student	Unemployed	Underemp.	Other	Vet	AFDC	Ex-Off.	Handicapped	Drug Off.	Other
	1468	717	751	1060	587	881	1468	443	16	1009	550	13	905	3	834	48		-	-
Sub-Total	100%	49%	51%	72%	40%	60%	100%	30%	1%	69%	37%	1%	62%	-	57%	3%	115 8%		
ABCD In-School																			
ABCD YDC																			
Boys Clubs																			
Casa Del Sol																			
R.A.P.																			
Roxbury Tracking																			
B.P.S.																			
EdCo																			

distributions parentheses ime onsor BOSTON	CIW TOTAL FY 78 (as of 9/30/78	Male	Female	/ 18	White	Nonwhite	Econ. Disad.	H.S. Dropouts	H.S. Graduates	H.S. Students	Unemployed	Underemp.	Other	Vet	AFDC/PA	Ex-Off.	Handicapped	Drug Off.	Other
YCCIP SUB TOTAL	93 100%	70 75%	23 25%	37 40%	40 43%	53 57%	93 100%	82 88%	7 8%	4 4%	66 71%	17 18%	10 11%	0 -	19 20%	12 13%	0 -	- -	- -
YCCIP Charlestown APAC																			
YCCIP ESAC																			
YCCIP Lena Park																			
YCCIP TEE																			

[illegible] num ers with % stributions in arentheses ri po or	CUM TOTAL FY 78 (as of 9/30/78	Male	Female	≤ 18	White	Nonwhite	Econ. Disad.	H.S. Dropouts	H.S. Graduates	H.S. Students	Unemployed	Underemp.	Other	Vet	AFDC/PA	Ex-Off.	Handicapped	Drug Off.	Other
YCCIP																			
YETP																			
Wo TEC	76	53/23		75	68/8		25	0	0	76	0	0	76	0	46		76	N/A	
YCCIP																			
YETP																			
Pr j.Transition	184	87/97		161	155/29		169	0	0	184	0	0	76	0	97	7	8	N/A	
YCCIP																			
YETP																			
L.E.A.		- NOT APPLICABLE -																	
YCCIP	49	33/16		40	43/16		49	49	0	0	48	1	0	0	22	20	1	N/A	
P ject Parks																			
YETP																			
YCCIP																			
YETP																			

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Use enrollment Numbers

rime Sponsor	Classroom Training	OJT	Work Experience	Vocational Explor.(Pvt.Se	Career Awareness	Other uses of occupat. info.	Other.		Classroom Training	OJT	Work Experience	Vocational Explor.(PvtSec	Career Awareness	Other uses of occup. info.	Other	
YCCIP																
YETP																
Work TEC					76				13,098		27,839			47,131	17,972	106,040
YCCIP																
YETP																
Project Transition					184				616		180,982			68,202	33,924	283,724
YCCIP	Not Applicable															
YETP														41,661		41,661
LEA																
Proj. Parks YCCIP				49					9,290		34,274			496	11,855	55,915
YETP																
															2,287	2,287
YCCIP															7,000	7,000
Prime Sponsor Administration																496,627
YETP																

YOUTH EVALUATION PROJECT

Third Interim Report

Evaluator: Randall B. Ripley, Ohio State University

Field Associates: Grace A. Franklin, William J. Lydon

November 22, 1978

YOUTH EVALUATION PROJECT: THIRD INTERIM REPORT

This is the third interim report on the implementation of the Youth Community Conservation and Improvement Projects (YCCIP) and Youth Employment and Training Programs (YETP) in three prime sponsorships in central and southwestern Ohio: Clark County, Columbus-Franklin County Consortium, and Greene County. The report follows the topical outline distributed by the National Council on Employment Policy on July 10, 1978, and amended slightly September 21. In the discussion of each topic there are separate sections on the three prime sponsorships. There is also a short concluding section (VIII) of a more general nature.

The data for this report came from interviews with prime sponsor staff members responsible for implementation, program operators, and advisory council members; observation of advisory council meetings; and examination of relevant documents, reports, and records.

The reader of this report needs to be generally aware that the Clark County program began rapidly and has consistently remained in good shape; the Greene County program began slowly but has developed well; and the Columbus program has had serious problems throughout the period since the program began about a year ago.

The reader should also note that at this writing the Greene County data necessary for Parts I, II, and III of the report had not yet been collected by the CETA staff in Greene County. Those data are expected to be ready shortly and sections I, II, and III for Greene County will be submitted as an addendum to this report as soon as possible.

I. TARGETING

CLARK COUNTY

Client Characteristics

Table 1 summarizes the characteristics of the participants in YETP and YCCIP in Clark County from the beginning of the programs through September 30, 1978. A few comments are in order.

In YETP the prime sponsorship appears to be doing well in reaching female participants and in reaching the black population. All enrollees are economically disadvantaged although it should be noted that the prime sponsorship does not keep separate information on those participants below the 70% BLS standard. About a third are from a welfare family.

In YCCIP only one participant was black and only two were from welfare families (out of a total of 34). The explanation for these low numbers is that the program was run exclusively in the small town and rural part of the county outside of the city of Springfield; very few black and welfare families live outside of the city. Females obtained only about one-quarter of the YCCIP slots. This lower figure is perhaps explained by the nature of the project: outdoor beautification work, which might be expected to interest a lower proportion of females than the more general work experience activity offered under YETP.

Significant Segments

Clark County identified seven significant segments for YETP—five in their original plan in the autumn of 1977 and two (American indians and Spanish-speaking) later by virtue of having served some. One of the original significant segments was veterans and only one enrollee was projected to be a veteran. In fact, no veterans were served. With the four large significant segments the pattern of service was reasonably close to that projected a year ago as the following summary makes clear:

Table 1: Client Characteristics,
YETP & YCCIP, Clark County, 9/30/78

	YETP		YCCIP	
	#	%	#	%
Male	108	58	25	74
Female	77	42	9	26
less than 18	142	77	26	76
High school student	166	90	31	91
High school dropout	11	6	0	0
High school graduate (completor & post HS)	8	4	3	9
AFDC	61	33	2	6
Economically Disadvantaged	185	100	34	100
85% BLS	124	67	32	94
Family Head	36	19	0	0
Family Member	124	67	28	82
Unrelated Individual	25	14	6	18
White	64	35	33	97
Black & other nonwhite	121	65	1	3
Spanish American	1	1	0	0
Veteran	0	0	0	0
Handicapped	1	1	0	0
Offender	29	16	1	3
Underemployed	1	1	0	0
Unemployed	113	61	18	53
Other	71	38	16	47
Total Number Enrolled	185	100	34	100

Category	Actual # Served	Planned # Served	% of Plan
Disadvantaged White Males	24	16	150
Disadvantaged White Females	9	12	75
Disadvantaged Black Males	1	8	13
Disadvantaged Black Females	0	4	0

COLUMBUS

Client Characteristics

Table 2 presents cumulative demographic data on participants enrolled in YETP and YCCIP through 9/30/78. The data are straightforward, but a few points should be noted:

1. There is a balance between male/female enrollment in YETP, but the YCCIP program is 90% males. This reflects the nature of the jobs in YCCIP (primarily in building maintenance, carpentry, insulation, etc.) which are quite different from the other jobs in YETP, SPEDY, and Title I. Despite the CETA Director's personal preferences and the rhetoric in the plan, it has been difficult to place disadvantaged females into the nontraditional jobs included in YCCIP.

2. Twenty-one percent of YETP enrollees are dropouts. Almost 2/3rds of the YCCIP enrollees are dropouts. Rhetoric in the plan would have led one to expect higher proportions of dropouts to be enrolled in YETP; this has not occurred because the one portion of YETP that was going to focus on dropouts--the Youth Employment Service Center (YESC) was the last part of YETP to become operational, and still is plagued with startup problems. The I/S work experience part of YETP has been in operation since about April, and accounts for more than half of all enrollees in YETP (58%). The higher service to dropouts in YCCIP occurs because the YCCIP projects were not so badly delayed as the YESC, and because the full time nature of many of the project jobs is designed for out of school youth.

Table 2: Client Characteristics, YETP & YCCIP, Columbus, 9/30/78

	YETP		YCCIP	
	#	%	#	%
Male	370	47	113	90
Female	410	53	13	10
less than 18	506	65	80	63
High school student	453	58	43	34
High school dropout	162	21	78	62
High school graduate (completor & post HS)	165	21	5	4
AFDC	383	49	61	48
Economically Disadvantaged	744	95	125	99
85% BLS	780	100	107	85
Family Head	56	7	31	25
Family Member	564	72	91	72
Unrelated Individual	160	21	4	3
White	141	18	21	17
Black & other nonwhite	639	82	105	83
Spanish American	0	0	0	0
Veteran	2	*	2	2
Handicapped	0	0	0	0
Offender	0	0	0	0
Underemployed	1	*	126	100
Unemployed	779	100	0	0
Other	0	*	0	0
Total Number Enrolled	780	100	126	100

* = less than 1%

3. The proportion of economically disadvantaged participants is high in both programs (YETP is 95%, YCCIP is 99%). It should be stressed that these high percentages do not reflect conscious commitment and screening at intake. It is merely chance that the youths who applied came from severely disadvantaged backgrounds; the location of youth intake centers in disadvantaged neighborhoods perhaps helps to account for the emphasis.

4. The startup of both YCCIP and YETP were delayed in FY 78, although YETP has been delayed longer and has taken longer to get operational. Intake has been a confused procedure. Even in early November, 1978, the YESC is not fully operational, and is having trouble recruiting applicants. Given these facts, it is important to underscore that all of the client characteristic data in Table 2 (as well as data in subsequent tables) are more reflective of accidents and random chance than they are of planned decisions, and rational program operation.

Significant Segments

For YETP Columbus identified two significant segments: high school dropouts and blacks. They expected to serve 990 dropouts and in fact had served only 162 by September 30, 1978. They expected to serve 1275 blacks and had served only 635. These dramatic slips in plan came basically because they served only 780 of a planned 1500 enrollees. In distributional terms the service to blacks was about on target. The plan called for 85% of YETP enrollees to be black; in fact 81% were. Dropouts, however, received much less service than planned. The plan called for 66% of all YETP enrollees to be high school dropouts; only 21% of actual enrollees were dropouts.

In YCCIP Columbus also identified two significant segments: high school dropouts and economically disadvantaged. They planned to serve 118 high school dropouts but, in fact, served only 78. They planned to serve 135 economically disadvantaged individuals and, in fact, served 125. In distributional terms performance was not too far away from plans. Columbus planned for 78% of YCCIP enrollees to be high school dropouts; in fact, 62% of actual enrollees were dropouts. The plans called for 90% of enrollees to be economically disadvantaged; 99% were.

No data were kept on significant segments by specific program activity.

GREENE COUNTY

Data not yet available. This section will follow shortly in a separate addendum.

II. PROGRAM MIX

CLARK COUNTY

Enrollment and expenditure data are contained in Tables 3 and 4. Most of the enrollments and expenditures in YETP are in career employment experience and all of them in YCCIP are in work experience. The way Clark County has structured the programs meant that in FY 78 they were quite different clientele located in different geographical areas (YETP in the city of Springfield and YCCIP in the balance of Clark County). Staff feels that in FY 79 in-school youth will generally be best served by YETP when compared to other opportunities open to youth. Out-of-school youth will continue to be best served by Title I activities. But, in general, the range of possibilities offered any youth (primarily YETP career employment experience, YCCIP work experience, or Title I training, with some opportunities in Public Service Employment and Title I OJT) is large and the central intake system in Clark County allows the counsellors to prescribe what they judge to be the best services for any individual. Individuals rarely come to the intake center knowing the range of possibilities open; usually they have heard of one specific program from a friend or relative and come in seeking it. But the counsellor has the latitude to prescribe other alternatives when appropriate.

Table 3 : Enrollments as of 9/30/78 by Program Activity,
Clark County, YETP & YCCIP

Total Enrollment as of 9/30/78: YETP = 185; YCCIP = 34

	Career Employment Experience		Transition Services		OJT		Classroom Training		Work Experience	
	#	%	#	%	#	%	#	%	#	%
YETP	167	90	0	0	2	1	0	0	18	10
YCCIP	0	0	0	0	0	0	0	0	34	100

Table 4: Expenditures as of 9/30/78 by Program Component
Clark County, YETP & YCCIP

	Total Expenditures as of 9/30/78: YETP = $237,240; YETP = $31,368													
	Career Employment Experience		Transition Services		Classroom Training		OJT		Work Experience		Services to Participants		Other	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
YETP	198,272	84	0	0	0	0	24,241	10	0	0	0	0	14,727	6
YCCIP	0	0	0	0	0	0	0	0	31,368	100	0	0	0	0

COLUMBUS

Tables 5 and 6 present enrollment and expenditure data by program activity for YETP and YCCIP. The figures in the tables require little explanation. The "Career Employment Experience" program activity is simply a local term for in-school work experience. The "Classroom Training" component includes both participants who received some vocational training and also those who received the C.O.T.P. (a local version of orientation to the world of work; no vocational skills are taught in C.O.T.P.). No data are available to indicate what proportion of the 327 classroom training participants received vocational training compared to C.O.T.P.

GREENE COUNTY

Data not yet available. This section will follow shortly in a separate addendum.

III. PLANNED AND ACTUAL PERFORMANCE

CLARK COUNTY

Tables 7 and 8 summarize planned versus actual performance in terms of both enrollments and expenditures in Clark County during the first year of YETP and YCCIP. Enrollments in YETP generally went according to plan (although at one point earlier in the year there had been hopes of increasing the experimental OJT segment of the program to ten slots). Expenditure in YETP were less than planned for career employment services because of some delays in identifying and enrolling the planned number of eligible persons. Expenditure in OJT were well over plan (although still small) because of staff activity on the part of the subcontractor responsible for OJT when the hopes were for ten slots.

In YCCIP, the county schools experienced some difficulty in identifying and enrolling the planned number of eligible youth who were targeted ("potential

Table 5: Enrollments as of 9/30/78 by Program Activity, Columbus, YETP & YCCIP

	Total Enrollment as of 9/30/78: YETP = 780; YCCIP = 126									
	Career Employment Experience		Transition Services		OJT		Classroom Training		Work Experience	
	#	%	#	%	#	%	#	%	#	%
YETP	453	58	0	0	0	0	327	42	15	2
YCCIP	0	0	0	0	0	0	0	0	126	100

Table 6: Expenditures as of 9/30/78 by Program Component
Columbus, YETP & YCCIP

	Total Expenditures as of 9/30/78: YETP = $532,800; YCCIP = $183,600													
	Career Employment Experience		Transition Services		Classroom Training		OJT		Work Experience		Services to Participants		Other	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
YETP	252,400	47	0	0	204,200	38	0	0	38,900	7	37,300	7	0	0
YCCIP	0	0	0	0	0	0	0	0	183,600	100	0	0	0	0

Table 7: Planned and Actual Enrollments, YETP and YCCIP as of 9/30/78, Clark County

	Total # Enrolled	Career Employment Experience	Transition Services	OJT	Classroom Training	Work Experience
YETP						
Plan (#)	191	191	0	2	0	23
Actual (#)	185	161	0	2	0	18
% of Plan Achieved	97	87	--	100	--	78
YCCIP						
Plan (#)	40	0	0	0	0	40
Actual (#)	34	0	0	0	0	34
% of Plan Achieved	85	--	--	--	--	85

Table 8: Planned and Actual Expenditures, YETP & YCCIP, as of 9/30/78, Clark County

	Total Expenditures	Career Employment Service	Transition Services	Classroom Training	OJT	Work Experience	Services to Participants	Other
YETP								
Plan ($)	294,545	265,860	0	0	13,958	0	0	14,727
Actual ($)	237,240	198,272	0	0	24,241	0	0	14,727
% of Plan Achieved	86	75	--	--	173	--	--	100
YCCIP								
Plan ($)	59,743	0	0	0		59,743		
Actual ($)	31,368	0	0	0		31,368		
% of Plan Achieved	53	--	--	--		53		

dropouts") and thus expenditures ran considerably behind plan.

Table 9 summarizes data on planned and actual terminations by category. In YETP the experience suggests that even a very modest indirect placement goal was hard to meet and that the reaction of the enrollees to the program (as well as other factors) produced more than an expected number of non-positive terminations. On a smaller scale, YCCIP experience suggested the same lessons.

Even with some of the modest problems encountered, however, Clark County was moving well along in YETP toward spending a good share of its FY 78 money when the accordion-like instructions began arriving from the regional office of DOL on how to spend for FY 78 and how to allow for carryover into FY 79. Many of the instructions arrived in Clark County much too late (and sometimes garbled) to have any impact on decisions. Their programs were up and running and the central staff saw no point in detracting from their potential by week-to-week changes in the signals to the service deliverers. One YETP contractor was asked to slow down its enrollment pace a bit but otherwise the original plan—which had been one of the earliest implemented in any of the prime sponsors NCEP is studying—was pursued. In fact, the staff's major disappointment about the 1978 performance was the underspending in YCCIP because of a contractor that had some problems in moving swiftly at full capacity.

In YETP the large size of the reduction between the 1978 allocation ($294,545) and the 1979 allocation ($202,217) leaves the prime sponsor staff with some serious problems. These problems were aggravated by two factors: a relatively successful 1978 program (with 97% of planned enrollments achieved and 86% of planned spending achieved, rather than the figure of 73% suggested by DOL much too late for Clark County to work with) and initial planning for FY 79 based on a $325,000 guess about an allocation. Final figures suggest that the $202,000 allocation can be supplemented with a carryover of about 40,000. But that still leaves the necessity for cutting about $83,000 from

Table 9: Planned and Actual Termination Date, YETP & YCCIP, as of 9/30/78, Clark County

	Total # Enrolled	Total Terminations	Entered Employment	Indirect Placements	Other Positive Terminations	Non-Positive Terminations
YETP						
Plan (#)	191	85	15	8	56	12
Actual (#)	185	160	22	2	95	43
% of Plan Achieved	97	188	147	25	170	358
YCCIP						
Plan (#)	40	40	4	2	29	7
Actual (#)	34	34	1	0	22	11
% of Plan Achieved	85	85	25	0	76	157

planned expenditures. Unfortunately, a $20,000 attempt to resuscitate OJT for youth through a contract with a new deliverer (the Employment Service) is likely to be cut altogether, in part because it is the one 1979 program for which the contract has not yet been signed. The remaining $63,000 is likely to be "found" by cutting both enrollee slots and staff slots on a proportional basis between the major deliverer (YCDS) and a smaller deliverer of services for youth in the juvenile justice system (YES). The contract with the Springfield City Schools can also be cut proportionally if necessary as long as the 22% minimum is still given to the schools.

YCCIP for FY 79 presents no particular fiscal problems even though the allocation was cut substantially (from $59,743 in FY 78 to $46,849 in FY 79). The saving factor, even though the staff was not particularly happy about it, was the underperformance of the 1978 contractor (dropped by mutual agreement for FY 79) that left a carryover of about $28,000. This leaves Clark County with almost $75,000 available for YCCIP for FY 79 and they had planned for only $71,000.

COLUMBUS

Tables 10, 11, and 12 present figures on planned versus actual performance for enrollments, costs, and terminations for YETP and YCCIP in Columbus as of 9/30/78. The data for these tables were taken from the revised quarterly reports submitted by the prime sponsor to DOL. During the program year the prime sponsor staff had modified plans to lower the number to be served in YETP from 1500 to 623, and in YCCIP from 150 to 140. A year end report was prepared using the lower revised figures, but that was superseded by a subsequent PSS based on the original planned figures. The "corrected" PSS, using original goals, was used in developing Tables 10, 11, and 12. The actual performance of Columbus for YETP compared to original plans was poor. YCCIP performance was

Table 10: Planned and Actual Enrollments, YETP and YCCIP as of 9/30/78, Columbus

	Total # Enrolled	Career Employment Experience	Transition Services	OJT	Classroom Training	Work Experience
YETP						
Plan (#)	1500	459	0	37	1041	50
Actual (#)	780	453	0	0	327	15
% of Plan Achieved	52	99	--	0	31	30
YCCIP						
Plan (#)	150	0	0	0	0	150
Actual (#)	126	0	0	0	0	126
% of Plan Achieved	84	--	--	--	--	84

Source: "Corrected" PSSs for YETP and YCCIP for 9/30/78

Table 11: Planned and Actual Expenditures, YETP & YCCIP

	Total Expenditures	Career Employment Service	Transition Services	Classroom Training	OJT	Work Experience	Services to Participants	Other
YETP								
Plan ($)	$1,500,200	412,800	53,000	507,900	32,700	309,100	185,900	0
Actual ($)	532,800	252,400	0	204,200	0	38,900	37,300	0
% of Plan Achieved	36	61	0	40	0	13	20	—
YCCIP								
Plan ($)	348,800	0	0	0	0	348,800	0	0
Actual ($)	183,600	0	0	0	0	183,600	0	0
% of Plan Achieved	53	0	0	0	0	53	0	0

Table 12: Planned and Actual Termination Data, YETP & YCCIP, as of 9/30/78, Columbus

	Total # Enrolled	Total Terminations	Entered Employment	Indirect Placements	Other Positive Terminations	Non-Positive Terminations
YETP						
Plan (#)	1500	944	250	215	185	509
Actual (#)	780	273	44	17	128	101
% of Plan Achieved	52	29	18	8	69	20
YCCIP						
Plan (#)	150	68	12	6	29	27
Actual (#)	126	63	15	3	17	31
% of Plan Achieved	84	93	125	50	59	115

also under plan, but acceptable. As Table 10 shows, overall enrollments for YETP were at only 52% of plan. The Career Employment Experience (the in-school work experience portion funded by the 22% funds) was the only program component of YETP that was fully operational and up to planned service levels by the end of FY 78. All of the YCCIP enrollees were in work experience, and 84% of the planned service level was achieved, an acceptable figure considering the late start of the YCCIP projects.

Table 11 underscores the failure to spend the youth money due to late, slow implementation. For YETP, barely one-third of the $1.5 million dollar grant was spent in FY 78; for YCCIP, barely one half of the grant was spent. Although enrollments for YETP's Career Employment Experience program component and YCCIP's program component were close to planned levels, the expenditures for these activities were well under plan because the enrollments occurred so late in the program year.

Table 12 presents data on planned versus actual terminations from YETP and YCCIP. YETP achieved far fewer placements than planned (only 44), but YCCIP achieved a few more placements than planned. Few of the placements were indirect placements, however, and none of the people placed got jobs in positions paying more than $2.99 per hour. All of the YCCIP placements were in positions paying the minimum wage or less.

The reason for the inadequate performance is, of course, the local delays in the implementation of the youth programs. For YETP there were delays in the selection of a service provider and then in the gearing up of the in house-run YESC. For YCCIP there were delays in negotiating contracts, and then delays in contract approval by city council. Because implementation was so late, intake and enrollment were uncoordinated and became extremely chaotic toward the end of the fiscal year. Late in the year intake staff took on a body count mentality. Delays were aggravated by uncoordinated staff administration and lack of staff leadership.

The planning staff did modify the YETP plan during FY 78 to decrease planned levels of service given the implementation delays. In the 3rd modification the service level was decreased to 623, with regional office approval, even though the modification was submitted after the 30 day limit. Modification downward was done in an effort to improve the consortium's year end planned versus actual performance, but as mentioned above, the original planned figures were substituted in the year end quarterly reports, for reasons no one seemed able to explain.

Given the serious local implementation delays, DOL-imposed delays were not highly salient, and were even welcome. DOL delays caused no burden in Columbus. The Columbus staff had no difficulty adhering to the DOL mandate to limit FY 78 spending to 73% of the grant, since they were not even close to spending that amount by the end of the fiscal year. In fact, although the FY 79 allocation for YETP is a big cut (down to $948,000 from $1.5 million in 78), the FY 79 BIS shows a total of $2.1 million being spent for the year. Nearly $1 million were carried over from FY 78. Similarly, the large carry out for YCCIP allows the FY 79 program to be budgeted at $414,000 despite a cut in '79 allocations to $269,000 from $316,000.

GREENE COUNTY

Data not yet available. This section will follow shortly in a separate addendum.

One substantive point can be made here even before receipt of the data, however. Two cuts in allocations appear to the staff at this point to contain the seeds of disaster for YEDPA there. One cut is that in the YEDPA programs themselves (YETP went from $164,000 to $83,000; YCCIP went from $33,000 to $28,000). Planning had been predicated on the basis of about 60 to 65% more money than was actually allocated. The second cut is that for Title VI: from $2.5 million to $600,000. This affects YEDPA because many of the supervisory personnel in service deliverers were Title VI enrollees. They are likely to lose their jobs and there are no resources with which to replace them.

IV. PLANNING FOR FY 79

CLARK COUNTY

In Clark County an intelligent staff is in a constant process both of learning from experience and also thinking abstractly about gaps in the employment and training mix they offer. They take planning seriously, they take goals seriously, and they take monitoring ongoing programs seriously. This means that there is constant interaction of data, experience, concepts, and goals that allows the staff to identify and act on operational problems; to rethink and restate goals constantly both internally and in interacting with other actors in the system such as service deliverers, advisory councils, and elected officials; and to plan for and execute changes that improve programs.

Thus, in keeping with this admirable general way of proceeding, the staff during 1978 identified problems of varying sizes. Some could be acted on and solved immediately. Some required different planning outcomes for FY 79. Some are just now emerging and will require action in the future. Fortunately, the learning capacities and perceptiveness about both problems and possible solutions on the part of the Clark County staff are high and, barring congressional or DOL action that makes a shambles of the program, the future should lead to continued improvement of already basically sound programs.

One continuing problem area during 1978 was the arrangement of academic credit for program experience. This was not achieved during 1978 but has been achieved for 1979 for both YETP and YCCIP.

Another continuing area of concern was to increase the quality of work sites. This has been by constant oversight of the performance of the principal service deliverer responsible for work site development and considerable discussion of the ingredients that make for a quality site ("jawboning" is an apt phrase for what occurred). Quality is also being improved by a formal change that was introduced in 1979: the career development office in the Springfield City Schools must certify each work site as career-related.

Some concrete problems were identified with individual programs in 1978. One supervision problem in YCCIP was identified and immediately corrected through negotiations between the deliverer (Clark County schools) and the prime sponsorship staff. Another problem was identified as the inability of the deliverer chosen to undertake youth OJT under YETP to do so. The program was, in effect, suspended for 1978, and then the 1979 planning process reinstituted it with a different deliverer in order that the idea could be tried again (although, as previously noted, the shortage of money for 1979 may prevent that from happening).

Some administrative problems were identified in terms of the staff dealing with the Springfield City schools but constant interaction on these questions has improved the situation. And the programmatic element of the public schools role—career education—is thought to be quite successful. Continuing discussions stress to the schools the necessity of measuring what they are accomplishing (more "jawboning"). But, in general, the youth coordinator on the prime sponsor staff is strong in his belief that the "shotgun wedding" of CETA and the public schools is working in Clark County.

Another specific problem that was identified and solved through planning for different arrangements for 1979 was the inability to attract or even identify minority (black) participants for YCCIP. By changing both deliverers and the geographical location of the program for FY 1979 this problem should easily be rectified.

Two broad general areas of concern first emerged in FY 78 and are continuing to occupy the time and attention of the staff. The first involves the whole package of outreach, recruitment, intake, and assessment activities. In a specific, concrete sense the staff reacted to some operational problems by creating a three-person committee to make enrollment decisions--one individual from YCDS, one from the Springfield schools, and one from the prime sponsorship staff. But a larger problem remains: a number of programs (including YEDPA programs) are not attracting as many applicants as previously. A first response to this problem has been the special targeting of welfare clients (with a plan for publicizing that targeting to all relevant agencies and organizations) for all CETA programs, including YEDPA.

The second broad area of concern involves the relatively large gap between YEDPA program experience for a participant and any potential for private sector placement. The prime sponsor staff is determined to focus on placements in the private sector for YEDPA participants. They had a small vocational exploration component in the SPEDY program for summer, 1978, and would like to expand that component and make it part of the year-round youth program. They are also beginning to think about ways in which they can link YEDPA programs with the new Title VII Private Sectors Initiative Program.

This constant learning and feedback process was reflected in formal ways in the 1979 planning decisions. The change in YCCIP is a direct result of what was learned. The county schools were found not to reach the youth most in need of services and were also somewhat slow administratively. Thus the 1979 YCCIP program was split between a central city YMCA (with participants referred from the Ohio Youth Commission) and the county Children's Home. The YMCA project might conceivably fall through but if it does the prime sponsorship might well turn to an experienced deliverer focusing on inner city youth, with a large component of black youth: OIC. And, presumably, the Ohio Youth Commission reference requirement would hold (OYC deals with offenders, potential offenders, and youth generally thought to be "in trouble").

Similarly, the decision to replace YCDS with OBES as a deliverer of a small OJT component in YETP was made formally in the planning process.

In short, Clark County is able to change incrementally and constantly to deal with new events and new perceptions and to plan ahead. When appropriate, these changes come in the formal planning cycle. They are not limited to that cycle, however, but can, instead, occur at any time.

In planning for FY 79 RFPs were issued for both YETP and YCCIP. Five proposals came in for YETP and parts of four were funded. The fifth proposer was shifted to YCCIP. Three of the four funded were the FY 78 deliverers. The new deliverer was the employment service, selected to do a small OJT program. For YCCIP only two proposals were received and both of them had to be stimulated by the staff. The FY 78 deliverer (county schools) did not apply. Both of the two organizations submitting proposals were funded.

COLUMBUS

Resolution of Earlier Problems

In previous reports certain serious problems in the Columbus YETP and YCCIP programs were identified and described, the most important of these being serious delays in implementing the major part of YETP, understaffing in the CETA planning unit, understaffing in the operations youth unit, and confusion over provision of academic credit. All of these problems are still present and none have been resolved. No significant new problems have arisen, however.

1. The startup of YETP in Columbus was initially delayed while the CETA Director decided which operator was to run the youth center. She overturned the results of the RFP and decided the center should be run in house, but the decision was made very late. Prior to May, there were no formally designated administrative staff. The Youth Employment Service Center (YESC) did not open its doors until June 19, and throughout the summer it has been plagued with basic operating problems like getting clerical and counseling staff, getting desks and typewriters, and getting ribbons for the typewriters. Applicants to the YESC during the summer quickly recognized the confusion and inefficiency, and

the number of applicants has diminished. In short, the implementation of YESC, which is the major part of YETP in Columbus, continues to be a major problem.

2. The number of the planning staff has stabilized at 5 (a former planner is now in charge of all in-house youth operations; a current planner had been on loan to operate the fledgling YESC until late August). There is no assurance that the size of the planning staff will remain stable, however; it has been common for planners to be pulled out of planning and put into operations when serious problems arise. (It is easier in Columbus transfer staff laterally on temporary assignment than to hire new staff quickly.) Also the planning staff lacks depth and experience. Understaffing in the planning unit was a serious problem during the FY 79 planning process for all titles, because so many grants had to be prepared in a very short time span (Title I, II, VI, HIRE II, STIP II, YETP, YCCIP, and a demonstration Employment Opportunities program grant.)

3. Staffing in the operations youth unit has been dragging. Initially there were too few administrative staff to coordinate the YETP program and the other youth programs. The administrative staff gradually came on board, but there has been a delay in getting the operational staff for the YESC hired--clerks, counselors, interviewers, and others. Even in November, vacancies remain at YESC. The city's civil service system imposes a cumbersome hiring process, and apparently there is no way it can be circumvented or exempted. The city's purchasing process, which also controls CETA purchases, is another time consuming procedure that slows up CETA programs, including YETP and YCCIP. The delays for YCCIP were aggravated by a time consuming requirement (in the city charter) that the city council approve every single contract, which meant that contracts for projects with the 3 YCCIP project operators had to be negotiated by staff and then approved by city council. All of these bureaucratic requirements impose delays, but the delays have

been aggravated by a lack of coordination among relevant staff units and a lack of perceptible leadership from the Director's office. No one was in charge or had authority to simplify procedures, so the implementation has proceeded very slowly.

4. Academic credit is still an issue that is causing confusion. The prime sponsor staff and the Columbus Public Schools have been unable to negotiate a mutually acceptable position whereby youth participants can receive academic credit. The FY 79 plan talks glowingly about the aspirations, but during FY 78 no participants in YETP, YCCIP, or SPEDY received academic credit. It would appear that the school system is reluctant to have the prime sponsor dictate to them about academic curricula; it is possible this attitude is stimulated by the cursory role that the schools have been granted in YETP.

Some of the reasons for lack of progress in correcting these problems have been mentioned in the above paragraphs. One of the most important reasons is that the Columbus Director has not publicly acknowledged that problems exist and specified what can be done to correct them. It is unclear whether the Director even recognizes the seriousness of the YETP problems. Even though other staff may acknowledge the problems, they do not have the authority to do anything about them, and the organizational context in the Columbus CETA program does not encourage staff to take the initiative and take risks. Attempts to improve the situation that have been made have occurred on a piecemeal, uncoordinated basis. There has been no federal presence to force improvements. The federal regional office has been passive and paper-oriented.

Comparison of FY 78 and FY 79 Planning and Results

There was very little to distinguish the 79 youth planning processes from the 78 processes. Given the late start of most parts of the youth programs, there was little substantive knowledge on which to draw, and the staff units agreed that the programs should be continued intact. The youth council concurred. There was a special hearing for public agencies to make presentations (each presentor was limited to 5 minutes) and this constituted the main vehicle for community-based organizations input. The grant applications were drawn up by the planning staff in late August and early September in a rush after instructions from the regional office were received late August (plans were due Sept. 9).

There was really no improvement in the time available to plan when the two years are compared; the head planner indicated that no instructions had been received prior to the late August CETA letter on YETP and YCCIP. There was no substantive review of the first year progress because everyone conceded that the programs had not been in place long enough to assess them. There was, therefore, no need to solicit substantive comments from CBOs and the advisory council. There was no attempt made by the CETA staff to solicit input from the LEAs. The nonfinancial agreements were simply extended through the new program year as a matter of course.

The substance of the program plans for YETP and YCCIP have changed very little from their FY 78 versions. The YETP program for FY 79 consists of the following parts:

1. I/S work experience for 320 youth is called Career Employment Experience. This activity constitutes a straight extension of Title I I/S work experience, which is also operated by the prime sponsor staff. Part of the LEA 22% funds pay for this activity. School counselors certify the worksites contribute to the youth's career goals.

2. Classroom training for 1300 consists of two activities. The Career Occupation Training Program (C.O.T.P.) is a large scale orientation to the world of work for 1300 participants. The orientations cover job application procedures, resume preparation, communication skills, and other skills related to entry into the labor market. The staff did a needs assessment that showed this kind of activity was needed by youth and was not being provided elsewhere.

The second part of classroom training is vocational training for entry level positions in one of three occupational areas, all growth areas in

Columbus--food service, warehousing, and audio equipment installation. (Vocational training is subcontracted to private vendors.) About 150 youth will receive this training in FY 79.

3. O/S work experience for about 115 dropouts will be work site (job) experience.

4. Vocational Exploration conducted by HRDI is a repetition of a summer program. About 120 youth will receive an elaborate introduction to the local labor market, the free enterprise system, collective bargaining, and some hands-on exposure to local occupations. (This activity was planned for FY 78 but not implemented.)

5. Counselor training will be funded by the remaining part of the 22% funds. The staff has arranged upgrading sessions designed to make high school counselors more aware of the needs and expectations of private employers. Presentations by business representatives and a tour of a large warehouse in the city are planned for November, 1978. (This was originally planned to occur in 1978 and was deferred to the FY 79 program year.)

As the above description should make clear, only about 150 youth will receive vocational training and a salable skill; about 435 will get a work experience job, and the rest will get C.O.T.P. and testing.

The YCCIP program was also continued without changes. A decision was made not to use a formal RFP for soliciting applications; the three vendors in place were continued primarily for lack of time and lack of track record due to late start up. All three projects involved weatherization and other home repair.

The Lessons of 1978

There have been few learning experiences going on in the YETP and YCCIP programs. The delayed implementation of the programs meant that few substantive lessons could be garnered, even if that had been a priority of the staff, which it was not. The nicest thing one could say was that they needed more time before they could assess their youth programs and look for substantive lessons.

The 78 program year certainly did suggest procedural lessons for planning (e.g., more time to plan, more staff to plan, better information on performance) but the planning process for 79 was no different than the 78 process had been. Even though the planning staff were cognizant of the lessons for planning processes, they were unable to do anything different because they lacked the staff and the time and the necessary information and the authority to do anything to make changes. The DOL planning process time frame amounted to less than two weeks.

The 78 program year also suggested procedural changes for staffing for the YESC Component of YETP. But again, no changes have been made to facilitate better implementation. The sa[illegible]ivil service regulations remain, the purchasing requirements, the city council role, the failure of the Director to delegate clear authority to a staff person and to coordinate staff units. The prime sponsor's annual report is typical of the public face that the Columbus CETA program displays. The report, in describing the YETP program progress in FY 78, did not hint at the depth of implementation problems. It stated merely that "significant progress" was being made in achieving 13 listed goals, and it said that the YESC was in the process of developing its "fullest potential." In an atmosphere where failure to implement and enroll are not acknowledged as problems, the question of lessons learned is virtually meaningless in operational terms.

To date, the process of learning lessons and applying them does not exist in Columbus because Columbus has not reached a state of development in YETP and YCCIP where rational planning is followed by rational monitoring, with feedback to service deliverers and planners and corrective actions and modifications as needed. Columbus continues merely to cope with daily problems. The immediate problem always dominates attention; "lessons" and long range planning are luxuries thus far foregone.

GREENE COUNTY

Planning for the FY 78 youth programs in Greene County was very difficult. With two months to complete YETP and YCCIP narratives, staff were rushed; there was no room for error and little time for revision and area-wide review. As a result the Greene County plans were late, receiving conditional approval from RDOL in about November, 1977. Greene County Employment and Training Administration hired one parttime youth coordinator to assume responsibility for the new youth programs and SPEDY. She wrote a grant proposal under the pressures of time, little prior experience, inconsistent and changing guidelines from DOL and with technical assistance materials that always seemed to arrive too late to be helpful. As a result the documents that emerged as Greene County's youth plans in FY 78 had only the cosmetic appearance of having been systematically coordinated with completed plans for Titles I, II and VI; were only approved by DOL in a very cursory fashion,; practically ignored any procedures for knowledge development; and lacked the innovative character DOL admonished prime sponsors to strive for with this new youth program.

Planning for FY 79 was also characterized by time constraints and a shortage of resources as well as contradictory messages from DOL (especially 27 percent carryover the prime sponsor had not planned for). Yet the planning period for FY 79 was less hectic than before because now Greene County has a full-time youth coordinator, the county has had one year's experience, and the staff has made the fundamental decision not to change the FY 79 plans in any significant way from FY 78. Programmatic changes in Greene County's FY 79 plan were by and large the result of funding changes, issues over which they had no control. The decision to go with an adaptation of the 78 plans was based upon the conclusion that the first plan had been a good one. That conclusion was based upon a formal evaluation conducted by a local evaluation team between August 3 and August 23, 1978.

Greene County staff claim to have learned a good deal during the first program year of YETP-YCCIP; much of this learning was confirmation of hunches they had when they assembled last year's plan. They also discovered that some elements of the youth program could be modified to improve its implementation. These findings have been incorporated in the new plans.

Staff reported that the widespread participation required by the regulations had been good for the youth programs. Community groups and individuals were an "innovative resource." This participation resulted in cooperative interaction with the carpenters' union, a link forged last year that Greene had never experienced before. Their dealings with Central State University through the youth council had resulted in tutoring services that were cost free and helpful to the area youth enrolled in the programs.

The youth council has worked as a protective shield for the CETA staff on a number of occasions: the council evaluated requests for SPEDY and gave it to CAC without a formal bidding procedure. The council made its decision and gave a formal statement to defend its choice. Any political heat that might have been generated by the decision was deflected by the council away from the staff who couldn't easily react to political pressure in a political way themselves.

Staff concluded that the presence of youth on the council may have been a good experience for them, but that it had very little effect programmatically. Staff intended to tap the sentiments of youth members through interviews as part of the evaluation, however

The youth staff have concluded after a year's experience with YETP that OJT for high school aged youth is not feasible. They have inferred that youth 16 to 20 are not yet ready to invest in job security of a career commitment. Rather they believe that OJT is better suited for adults who are "ready to get on the track." They also have concluded that projects like winterization as well as pre-apprenticeship programs are also better suited for adults. In place of these approaches, youth staff would prefer very well planned work experience slots, emphasizing exposure, good adult role models, supervision, and jobs that provide experience, self esteem, and a product the youth can see and feel.

Greene County currently uses OJT for in-school youth administered by the local office of OBES. They want to use it in the future for out-of-school youth and on a full time basis. Staff reported, however, that they still were not sure if OBES would go after the out of school youth.

The lessons learned from a year's effort to cultivate a new relationship with the secondary schools are sobering. All interaction and cooperation Greene received from the public school system in the past year had been through the personal efforts of one individual, the superintendent of the Greene County Joint vocational high school. All the other schools that feed students to the JVS claimed to be unable to provide any support. They were willing to take the free labor, but in general, superintendents of traditional, nonvocational high schools in the county were uninterested. Their view, staff said, was "we don't want federal money." Rather they want CETA to take the bad eggs out of their schools.

CETA staff also developed the impression from one year's experience with the new youth programs that "schools don't teach what these kids need to know." That is, career guidance is dismal in the non-vocational high schools. The CETA youth staff discovered early that the education community in Ohio is suspicious of manpower programs that seek to award credit for experience acquired outside the classroom. In Greene this has meant that the situation in Ohio of no clear policy on credit for nontraditional learning experience continues and that in the absence of clear policy schools will grant credit on the recommendation of a voc. ed. superintendent as long as it is warranted by very vague state laws and regulations. This condition persists, and it makes planning for this aspect of the youth programs uncertain and problematic. Youth staff did indicate, however, that they felt this paranoia and suspicion may be lessening at the State Department of Education as officials there discover that CETA will not drain the schools of warm bodies they need for state budget funds.

The formal evaluation exposed several weaknesses in operational procedures staff plan to improve in FY 79. First, this year's SPEDY schedule did not permit time for sufficient orientation of new workers. This, staff argue, was due largely to the delay of money from DOL, and it resulted in the practice of hiring new workers at the same time that the program was starting up. Second, CETA and CAC staff agreed that caseloads per counselor in FY 78 were too high for optimum participant service. Current weekly worksite visits to pick up timesheets and to deliver paychecks does not allow for sufficient time to meet participants' needs or to discuss problems. This has resulted in the practice of "trouble shooting" on situations that might have been prevented. Also a turnover in counselling staff resulted in some confusion and less effective service. Third, staff learned some job sites--especially maintenance job sites--provided insufficient opportunity to learn new skills, and they discovered that the practice of delegating and dispersing supervision responsibilities among several people without clear policy about who was in charge led to lax supervision and questions among participants about who was in charge.

Staff assembled a set of recommendations listing a number of alternatives to address and correct these problems. These have been included in the 79 plan where they have affected implementation of the program or costs of the program.

Staff have also attempted to begin filling the vacuum in knowledge development in a commendable fashion, given their resources. They still interpret that provision as a goal beyond their means because it has been widely perceived as admonishing prime sponsors to engage in experimental and quasiexperimental practices. Nevertheless, staff have assembled a set of questionnaires designed for participants, staff and site sponsors to collect attitudinal data on respondents' experiences and perceptions of the elements and effects of the two programs. Staff have attended two workshops--one in Toledo and one in Chicago--dealing with innovation in manpower programs and how best to serve youth. And finally local staff have begun to collect anecdotal records on participants as a source of soft information which they plan to file for counselor use and possibly for planning at a future date.

The formal evaluation conducted at the end of the summer also provided some lessons on the usefulness of evaluation itself. They discovered that in addition to providing an opportunity to check-up on subcontractors, evaluations provided an opportunity for members of the public to be exposed to the worksites and what can be done with some disadvantaged youth in the new programs. Thus evaluations conducted by staff with lay perticipation can have enormous PR value. Staff have concluded not only to conduct another formal evaluation next year, but also to schedule three monitoring exercises over the program year beyond desk monitoring of records and reports again with the idea in mind of exposing the public to the things that happen in these programs, and the variety of things going on at diverse worksites.

V. DATA

CLARK COUNTY

The MIS system in Clark County has a number of quality control procedures that seem to help produce good data for the use of the staff. They also have close ties and good monitoring of the deliverers and so can supplement the required "hard" data with more qualitative kinds of data. They can also check any "hard" data that does not seem to be accurate on an intuitive level. The staff also adds data requirements from a variety of sources--generated both internally and from deliverers--when they frame questions to which they want answers. In short, data for sensitive management of high quality is both generated and, more important, used in Clark County.

COLUMBUS

The Columbus CETA system is not highly data oriented. Data in Columbus are kept to a minimum. The MIS section of the Department of Community Services (DCS is CETA's home agency) is responsible for compiling client characteristic and program activity enrollment data. Planners have no role in data collectio Once compiled, data are not always readily distributed to staff, and planners sometimes have trouble getting data.

The fiscal section of DCS is responsible for collecting the financial data and compiling it. Again, planners have no role, and often data collected are not distributed to other staff, including planners.

The only data that are collected on a regular and systematic basis are those necessary to prepare the required federal quarterly reports. Very little additional information is collected. Information on client characteristics by program activity, or terminations by program activity, are not among the items collected. An annual survey of SPEDY participants has been conducted by youth operations staff, and the evaluation staff also collected data on test results of YETP applicants during the summer. (Those test results showed that, of the 197 persons processed as of 9/30/78 at the YESC, all of them, regardless of race, sex, I/S or O/S status, were functioning at only a 6th grade level for reading and math. This is the first time that tests have been given and analyzed in this fashion.)

The disinclination of the Columbus staff to collect data is related to their relative lack of self evaluation and monitoring. In general, data are collected only to meet DOL report requirements. There is little data analysis and little link between data and planning and program operations. Knowledge development, which might be considered a supplementary type of data collection, did not exist during FY 78, and shows little sign of being revived in FY 79.

GREENE COUNTY

Greene County collects all fiscal and participant data required by DOL for quarterly reports and annual program narratives. It conducts a formal evaluation annually and plans to monitor subcontractors and worksite sponsors three times per year in FY 79. During the August evaluation the CETA evaluator, contracts officer and the program coordinator examined all fiscal records and participant files for accuracy and completeness.

Greene has, however, gone a step beyond minimal requirements of data collection specified by DOL. They have assembled interviews designed for Title III participants, supervisors, program directors, counselors, and intake workers. They assess such areas of inquiry as 1) adequacy of operational procedures and services, 2) meaningfulness of work and career employment, 3) enhancement of participant employability and career goals, 4) attitudes of service deliverers toward goals of the youth program, 5) adequacy of work-site supervision, 6) participant cooperation and 7) participant satisfaction.

Evaluations are concluded with collegial "rap sessions" and Greene has begun the practice of compiling records on all participants. This is a counselor/supervisor joint responsibility.

VI. EVALUATION

CLARK COUNTY

Self-Evaluation

Clark County staff are constantly assessing and questioning their own performance in YEDPA (and in all other CETA programs too). They collect data required by the Department of Labor and also collect any other information they think relevant to keeping close track of where they are in their programs. Goals are the subject of continuous attention and are translated into specific operational concerns. The two overriding goals for all CETA programs in the county are to integrate the various programs and to aim at private sector employment as the final outcome for as many participants as possible. Thus YETP and YCCIP have always been viewed as integral parts of the total CETA program. A major integrating device has been the central intake that is responsible for all CETA participants. A second integrating force is the fact that the central staff is relatively small. This means that although the youth programs administrator is responsible for day-to-day operations of YEDPA programs, the director, the MIS manager, and the central intake director are also well aware of the details of the programs and how they fit the total CETA package. The Title I adult training administrator also understands where the youth programs fit in the total package.

The second goal--that of stressing private sector employment outcomes--is now being articulated more forcefully with regard to YEDPA and concrete steps are also taking place to improve performance: 1) a tie between YEDPA and Title VII is being discussed, 2) the favorable experience with a small vocational exploration program in the summer will be repeated and expanded when funds are available, 3) OJT for youth will be tried again despite the failure of the first deliverer chosen to get very far with it (unless the cut in funds necessitates dropping this new OJT effort for FY 79), and 4) more stress will be placed on looking at placements in judging the performance of program components.

Monitoring of deliverers is done carefully in Clark County. The youth administrator has a monitor working with him. They look at the administration, fiscal systems, reporting procedures, and--most important--planned versus actual performance on the part of subgrantees. On-site visits occur weekly. More frequent contact--both in person and on the phone--is used as necessary. When weaknesses are identified the subgrantee is asked to submit corrective action steps. The staff reviews those proposals and negotiates the final steps to be taken. If corrective action is not carried out by the subgrantee or is not succeeding then the advisory council is informed. The council at this point reviews the situation and either approves recommended action or makes its own proposals. If no solution is still forthcoming then the problem is taken to the elected officials (the County's Board of Commissioners).

A variety of measures and judgments are used in making evaluations of programs. These evaluations are used for planning purposes, for instituting further corrective actions if needed, and for making funding decisions for subsequent years. Performance (planned versus actual), placement rates, costs, and impact measures (wage gain, increased skills, quality of services) are all assessed.

Local Manpower Policy Debates

Decision-makers in Clark County do not tend to engage in long philosophical debates about the goals of manpower programs. However, there are a relatively large number of people who understand the programs and are in constant contact with their performance and think of them in terms of whether they are reaching the general goals of having an integrated program and ultimately making good placements in the private sector. These people include the professional staff, the staff of the experienced deliverers, and the members of the advisory council, including the youth subcouncil. The council apparatus is important in Clark County and has been since the beginning of CETA. Thus when changes in direction, usually incremental, are planned by the staff they are discussed in the council and consensus almost always emerges rather quickly. This does not mean, however, that council members do not know much about the programs or do not care about them. They care a considerable amount and also know enough to have a sense for when proposed changes are in the right direction. Several years ago, when a number of important council members perceived serious problems in the program, the council was instrumental in effecting a change in the directorship. Since then they have developed considerable confidence in the director (two different individuals) and have followed the lead of the director and his or her staff. However, history suggests that if the council felt that the program was again going off the track they would not be shy about intervening. The present good relations and general agreement on both ends and means seems likely to continue, however. Thus "grand debates" over policy are not likely, but this should not be taken to mean that policy considerations are ignored. In many subtle ways the staff and the council and, to a lesser extent, the subgrantees, continually shape incremental changes in policy as they shape incremental changes in programs.

A major constraint on the decision-making that takes place is that there are a few well-connected and well-entrenches deliverers providing a large part of CETA services in the County. If the staff were to propose massive removal of one or more of those deliverers a major fight would, no doubt, arise. Fortunately, the entrenched deliverers are also at least pretty good and the staff has taken the stance of working with them to improve any weaknesses they see rather than constantly threatening them with defunding. There have been occasions, however, when even the entrenched agencies have taken some cuts (not in YEDPA) for continued poor performance. So there is a balance weighted in favor of existing deliverers, but the system will not tolerate repeated poor performance on the part of any deliverer. Thus innovation must proceed slowly in some senses if new funds are not available; but it can proceed incrementally even within the confines of existing funds and an occasional infusion of new funds allows even more innovation.

Knowledge Development

The only knowledge development activity planned for FY 78 was to test the proposition that the YCCIP program would increase the proclivity of participants not to drop out of school (they were chosen for the program on the basis of being identified as potential dropouts by school counsellors). Thus far that activity has not taken place. The staff, however, is planning to interview a number of the 34 persons who participated in the program just to get their impressions of the program and whether it had any relation to their decision to return or not to return to school. (Twenty-two of the 34 returned to school; the rest did not.) These interviews will not, of course produce "scientific proof" about the effect of the program but it may give some important leads and insights. Also, similar kinds of interviews are planned at the conclusion of the 1979 YCCIP program. Thus, by this time next year the staff should have some impressions and information on two very different groups of participants.

In YETP knowledge development has been defined in terms of what is imparted to the participants.

Formal knowledge development has not been a high priority in Clark County and, given limited time and resources, probably should not become a high priority. But the debriefing of participants approach to be used for YCCIP holds some promise of important learning on the local level that might generate future program adjustments.

COLUMBUS

Self-Evaluation

Rhetoric in the plans and at MAC meetings notwithstanding, Columbus is doing little to monitor and evaluate either its performance in YETP and YCCIP or the impact of those programs. So much attention has been diverted by basic operational and implementation problems that management concerns like monitoring and evaluation have been obscured. Although the knowledge development sections of the YETP and YCCIP plans for 78 and 79 specify limited aspirations for measuring some aspects of program impact, no impact analysis has been undertaken as of November, 1978. Even if implementation problems had not dominated attention so much, it is doubtful that self-evaluation would have emerged, because there is no tradition in Columbus of rigorous and candid self evaluation in other CETA programs.

There are no staff assigned as program monitors for YETP and YCCIP (nor indeed for any of the CETA programs in Columbus). To the extent that monitoring is done, it is handled by the DCS evaluation unit, but there has been no monitoring or evaluation of the YETP and YCCIP programs in FY 78 or 79 to date. Originally, in the 78 plan, a staff position of youth monitor was to have been added to the evaluation unit, but the Director decided not to create this position, and it has not been included in the 79 plans. The existing evaluation staff is responsible for monitoring not just the other CETA titles and programs but also more than 30 other programs in the DCS. Needless to say, it was understaffed and unable to conduct regular monitoring reviews of YETP and YCCIP. Although the evaluation unit staff recognize, at an intellectual level, the differences of monitoring, evaluation, and knowledge development, at the operational level none of the distinctions mattered because none of them were done.

Local Manpower Policy Debates

As the preceding sections should abundantly clear, Columbus' youth program has been plagued with operational problems; staff attention has been fixed on immediate problems and coping to survive. There has not been time to question the policy implications of the YETP and YCCIP programs. There certainly has been no request from the Director for rethinking the local manpower and youth policies. And the 79 planning process for youth simply reaffirmed unquestioningly the previous year's programs without debating policy.

The manpower policy for youth in Columbus is by no means easy to understand, despite assertions in the plans and annual reports. The basic goal of YETP and YCCIP is to prepare youth for entry level positions in the local labor force, primarily by exposure to a world of work orientation (C.O.T.P.). This is a simple enough policy, but it is not supplemented with enough work experience jobs, OJT, and placement servcies to make the goals realistically achieveable. The youth programs, especially the YESC, seem to be operating in isolation from the other parts of the CETA program. There is very little tie between the youth programs and the other programs, nor is the integration of youth manpower policy into the overall CETA manpower policy evident, primarily because the latter is itself vague and misunderstood.

If one were to rank Columbus on a spectrum of operational concerns vs. policy concerns, the Columbus CETA program falls far on the end of operational concerns. Columbus has been stuck on operational concerns for almost a year--it has been operational concerns, not policy debates that have delayed the implementation of its YETP program. Genuine debates on any manpower policy, including YEDPA, are very rare in Columbus.

Knowledge Development

The knowledge development aims of the Columbus youth programs, as contained in the YETP and YCCIP plans for FY 78 and 79, were reasonably simple and unassuming. The goals were to 1) identify factors in the backgrounds of youth that contributed to the youth's unemployment problems, and 2) to assess the impacts of different CETA youth programs (or "treatments") on youth employability after leaving the program. Nothing has as yet been done to address these knowledge development goals.

A special background form was to be used at intake to collect more information than intake staff would usually get from applicants, but to date these forms have not been analyzed. One minor step towards this goal has been an analysis by the evaluation unit of the BOLT test scores of YESC applicants through September. The results were compiled in time for inclusion in the annual report, but it is unclear whether more will be done with the results.

Since so few participants have terminated from YETP and YCCIP the evaluation unit has not attempted to do anything with respect to the impact analysis. It is not known when more attention will be given to analysis of either of the knowledge development goals.

The reasons for lack of attention to knowledge development are easy to identify: failure to implement much of the programs until late in FY 78, understaffing in the evaluation unit, the lack of leadership from the Director making evaluation and knowledge development a priority. The knowledge development mandate has always been viewed in Columbus as something extra, separate and done only because the regulations required it. It has not been integrated into planning or operations.

GREENE COUNTY

The battery of interview schedules and data Greene County administers and collects during formal evaluation constitutes a significant "free will" effort to assess performance and impact beyond required DOL record keeping.

Because of time constraints and the turnover in youth staff in Greene County over the last year (a new full time youth coordinator with some social services background but no formal CETA experience was employed) periodic monitoring beyond simple desk monitoring (checking records) was not conducted during the first year of the program. However, staff and the youth council have decided that monitoring on site will be an important activity in FY 79, and the new Title III narratives include plans to conduct three on-site monitoring actions over the course of the next program year with one formal evaluation as a final stock-taking effort toward the end of the year.

Evaluation in Greene County sought to achieve two main objectives this year. First it attempted to assess performance of the whole youth services network--the agency as well as the subcontractors--and, as important, it was to function as in-service training for the new youth coordinator. The thinking of senior staff was that this new coordinator could assimilate much more about CETA and local implementation by becoming immersed in the design and implementation of the local evaluation with the aid of senior staff. This exercise, plus writing up the annual plans for the youth programs, was, therefore, intended to orient and train the new coordinator in as efficient a way as possible. The strategy seems to have worked.

Greene County has demonstrated both explicitly in the annual plan as well as implicitly in their program operations and administration that they have a set of goals and objectives that constitute an employment and training policy rather than just a mere concern for operational matters and questions of who gets what contract. This policy is composed of seven broad goals or objectives that guide and focus local efforts and organize their formal plans. The broadest goals include a) operating programs that combine work experience, training, case management, and support services for low income youth who otherwise would not be self-supporting in the forseeable future; b) giving high priority to those youth with multiple disadvantages (thus the major focus of the youth programs is directed toward low income youth who are out-of-school nongraduates needing skills training, or potential drop outs, minority youth, offenders and/or physically or mentally handicapped); c) coordinating currently existing services for Greene County youth (Greene County, hopes to continue to forge links with the schools, community agencies and labor organizations which they commenced in earnest last year).

Butressing these broad overarching goals is a set of "institutional change goals." Among these staff number d) restructuring and reclassifying jobs (this objective will require additional interaction with labor organizations over the coming year); e) increasing private sector involvement. Greene plans, in connection with this fifth goal, to explore various ways to improve OJT services to all CETA youth participants (I and III) through a "youth job development" position within the existing framework with OBES. Two other avenues will also be explored toward this end: CETA will seek to forge a new link with the Xenia Chamber of Commerce, which has just expressed an interest in becoming active in youth programs, and Greene plans to explore the possibilities for collaborative efforts under YEDPA with "Work-education councils" as described in Region V ETA Technical Assistance Letter 96 to increase private sector involvement in Greene County.

Greene has also stated the goal (f) of improving career decision making through three techniques: increasing the attention to assessment and testing of participants; increasing contact between participants counselors and case managers; and by developing workshops for participants.

Their final emphasis (g) will be to integrate and coordinate services in Greene County so there is a "natural progression" participants may follow or a "career training and goals ladder," the first wrung of which is services (work experience) provided under YCCIP and SPEDY, followed by the intermediate step, YETP, and culminating in Title I OJT.

This emerging employment and training policy for youth in Greene County has resulted from the interaction of a wide range of actors and interests throughout the first year of the program. Title I and III staff work very closely together. The youth council and the MAC must agree on broad directions and the thrust of policy decisions before they go to the commissioners. Youth council meetings are scheduled regularly; they meet at least once per month. All decisions are aired before the council; the council considers staff recommendations and makes independent contributions themselves. Staff work very hard to get the assistance of other significant actors--the unions, the public and private colleges in the area, the executives at the local high schools--to understand their program and to contribute ideas as well as resources. The single agency that seems least cooperative has been OBES. That organization scuttled a fledgling pre-apprenticeship program with the local carpenters' union in FY 78 by insisting that any youth OJT must be structured in such a manner that participants be in school and be limited to 20 hours work per week. The apprenticeship program required full time workers and OBES would not hear of it. That misunderstanding has yet to be completely resolved.

In general, Greene County seeks to involve a very wide circle of actors and interests in youth programs, and the council is itself representative of this mix. All major issues of policy are deliberated before the council, and the council votes to accept or reject staff recommendations. Furthermore, while staff conduct evaluation proceedings, four youth council members accompanied the staff as observers.

Finally, staff and Youth Council recommendations must be approved by the general advisory council before the elected officials are asked to approve plans, programs or policy changes. Thus decisions tend to be well discussed and debated prior to final formal disposition.

VII. SPEDY, 1978

CLARK COUNTY

SPEDY in Clark County has been and continues to be viewed almost exclusively as short-term work experience. However, the staff has also felt free to add small experimental components. In 1977 this involved retarded youth. In 1978 a small vocational exploration program was developed that was well regarded and is expected to serve as a model for future efforts to link youth participants to private sector opportunities. Four deliverers provided slots. Three of these deliverers are also involved in YEDPA and the fourth would like to be involved. They were experienced from previous SPEDY programs.

Most of the grant was spent ($456,000 was expended and about $22,000 will be carried over to summer, 1979). The program was underenrolled—497 were served instead of the planned 617. The major explanation for this is that eligible youth simply did not apply in large enough numbers. But the staff was pleased because the 497 figure represented the largest SPEDY program ever mounted in the county. The program was planned to serve about 50% black youth and performed almost precisely at that level of service to blacks. The program was planned to serve about 32% females but, in fact, served 38% females.

Formal integration between SPEDY and YETP was minimal. The prime sponsorship had proposed a much closer integration with inter-title transfers. But the federal representative from the Chicago regional office said that that could not be done (surely a curious interpretation of the DOL's general pro-integration stance). A change of status notice served to provide some administrative integration. And the fact that Clark County has a central intake unit provided counselors an early decision point to determine whether an individual should go to SPEDY or to one of the YETP slots maintained through the summer. Some YETP work sites became SPEDY work sites, which was another form of informal integration.

Despite formal criteria for site selection that are the same for SPEDY and YETP, staff felt that the smaller size of the YETP program plus its year-round character resulted in higher quality work sites in the YETP program.

COLUMBUS

The bulk of the $2.3 million SPEDY program was similar to past summer programs. It is run by prime sponsor operations staff, like Title I youth programs and YETP. The majority of the more than 4000 participants were enrolled at one of the five neighborhood youth intake centers and assigned to jobs at one of more than 400 traditional SPEDY worksite agencies in city government and private nonprofit agencies. In selecting worksites, heavy emphasis is placed on the worksite's previous experience in SPEDY. Most of the SPEDY jobs for youth are in service functions. All have "aide" type titles. The greatest number of participants are assigned to the Columbus Public Schools for summer janitorial help and to the city Parks and Recreation Department.

The 1978 SPEDY program was marked by several new features. There was a Vocational Exploration Program for 120 youth operated by NAB-HRDI under a separate grant from DOL. SPEDY intake referred youth for this program. (The VEP program had also been operated the previous summer.) A second new feature of SPEDY was a vocational exploration program operated by the Columbus Public Schools for about 350 youth. Participants rotated among the four CPS Career Centers being exposed to four two week modules of 20 occupations. Transportation to the Centers was provided, and academic credit was supposed to be arranged (although it was not, according to the quarterly report for the SPEDY program). The third new feature of SPEDY was the creation of a special project, a cultural band, composed of recruits from high school music classes who held concerts around the city during the summer.

Overall the SPEDY performance was good, especially when contrasted with the partially functioning YETP program. All aspects of the plan were implemented (the traditional work experience sites, the CPS vocational exploration, the HRDI VEP, and the band). There were no special problems in administration, enrollment, or check issuance. (There was to have been a fulltime SPEDY coordinator hired as a permanent staff position, but this person did not come on board until July. Meanwhile the youth coordinator responsible for YETP had to oversee SPEDY startup as well.) Presumably the operations staff was drawing on previous years of experience with SPEDY and this helped the solicitation of worksites, recruitment of youth, and hiring to go smoothly.

Orientation sessions were held for supervisors as well as youth. The CPS vocational exploration program at the career centers was especially successful in the eyes of the staff. This marked the first time that the CPS had had any direct involvement as a service provider for the Columbus CETA program. (Interestingly, the CPS had proposed to do a similar vocational exploration program for YETP, but this proposal had been rejected early in the FY 78 YETP planning process.) Their involvement in SPEDY perhaps represents an opening wedge for further involvement in CETA programs in the future.

Commendably, the youth operations staff have for several summers conducted exit interviews with all participants who drop out of the program during the summer and with a sample of those who successfully complete it. These participant interviews have not been used in other CETA programs, including YETP. The results have been used, according to the staff, to make changes in subsequent SPEDY programs. However, no specific data on the surveys were available for review, nor were specific instances of changes made because of survey results identified.

Although the rhetoric of the SPEDY plan suggests that one of SPEDY's goals is to prepare youth to enter unsubsidized employment, in fact no placements at all were reported (even the PPS did not show any planned placements, although the narrative had). The youth operations staff and planners indicate that SPEDY is intended to be income maintenance and that hopefully good work attitudes will be learned by participants. They feel eight weeks is too short a period of time to teach vocational skills to develop jobs where skills can be learned that will be valuable later in life.

There is no special difference in the type of work experience jobs and the type of worksites that characterize SPEDY and YETP, YCCIP, and Title I youth programs. All worksites are in city government or private nonprofit agencies. All participants earn the minimum wage. All job titles are "aides" of one sort or another-- day care aide, recreation aide, conservation aide, clerical aides, etc. Only in YCCIP is the nature of the jobs different due to the emphasis on home repair and weatherization that requires constructions skills. Also, many of the YCCIP jobs are fulltime, whereas none of the other jobs are.

No linkages were planned or occurred between SPEDY and other youth programs. SPEDY has always been treated as an insular, one shot program for youth in the summer. This year's SPEDY program was marked by more attention to providing exploratory vocational education experiences to the participants and also to providing labor market information (because this was required by the law). Labor market information was transmitted as part of the participants' orientation sessions. It covered topics very similar to the YETP C.O.T.P. world of work introduction, but in more condensed form. (Thus the YETP program is in some ways very similar to the SPEDY program, except that SPEDY emphasizes more experience while YETP emphasizes more orientation and vocational training for some of the participants.)

The same youth intake centers used for Title I intake (and for YETP until the YESC was operating in June) were also used for SPEDY intake; this might be considered a linkage. At the end of the SPEDY program eligible O/S youth were to be referred to other CETA programs, primarily to YESC for possible provision of additional services.

Staff indicated that the ordinary participant flow s for Title I in-school youth to go to SPEDY in the summer, and then back to Title I in-school. There are variations on this pattern (no quantitative figures are available on the extent of these variations.) Many SPEDY participants are recruited who are not part of other CETA programs (e.g., dropouts). This year, due to the late startup of YESC, SPEDY did lure actual and potential YETP participants because SPEDY was functioning and paying people whereas YESC was not. And there was some movement of participants out of SPEDY at the end of the summer into YETP or YCCIP. Youth participants earn the minimum wage in all programs and the nature of the jobs do not vary significantly (except for YCCIP, as noted above).

GREENE COUNTY

As in prior summers Greene County exceeded its enrollemnt goals. Their plan called for enrolling 100 disadvantaged youth, no more than 70 on board at a time. But CAC indicated they had employed 150 to 160 youth in SPEDY. Greene was less successful in meeting two other goals however. They sought to provide quality work experience to all participants, and the formal evaluation indicated that some of the sites and slots did not meet expectations. In general, YETP jobs were higher quality than SPEDY, partly because of restrictions imposed on the nature of work the youth under 16 could perform. Also the quality of supervision and skill training was better in YETP than in SPEDY. Staff said the poorest slots in SPEDY were ones they secured with the City on road crews, and they suggested this numbered about 14 slots.

Plans for quality job slots under SPEDY may have been slightly unrealistic for two reasons: many jobs in government are unimaginative in the first place, and parttime ones for inexperienced youth who are forbidden to operate power machinery are likely to be as dull or worse than the least attractive full time positions. Second, communities that are predominately rural can only create a limited number of part time jobs for youth; when the supply is very limited in a community that heretofore has not made tremendous efforts for youth services, no amount of incentive can extract slots in large numbers that are attractive to youth who have very little to offer in terms of experience or skills. Nevertheless, that Greene sought to keep the quality of these jobs as high as possible is commendable. Furthermore, they plan to eliminate those site sponsors that provided the poorest slots from the roster in the coming year.

SPEDY was administratively joined with YETP and YCCIP in several ways. The full time CETA youth coordinator to administer YETP and YCCIP also coordinated and administered SPEDY. Intake for SPEDY was coordinated through the YETP intake component. This practice allows intake to refer SPEDY youth to placement services, OJT training, and other services provided by YETP and YCCIP.

Other administrative links exist. A new full time secretary was hired with SPEDY money, but she will serve also as secretary-clerk assistant for YETP/YCCIP. With SPEDY's implementation two new counselors were added to the two serving under YETP. With this addition all youth participants were split up among the four individuals making up the expanded counselling corps.

Furthermore, all services provided to YETP youth have been extended to SPEDY youth for the summer even though these services are few. Finally, CAC--the only viable and interested CBO in Greene County--administers both programs. This facilitates integration. The CAC director pointed out, however, that when we talk about integration, we should know that the link between SPEDY and YETP is fairly complete, while there is little if any interplay with YCCIP.

SPEDY's implementation this summer did allow Greene County officials to ease the pressure on YETP somewhat. That is, SPEDY picked up some of the YETP participants, which freed a number of YETP slots.

The CAC director summarized the tandem operation of SPEDY and YETP by saying the two were indistinguishable during the summer for many purposes.

VIII. EMERGING LOCAL ISSUES

1. The existence of a separate summer program continues to be a problem for both rational planning and rational operations. SPEDY gives prime sponsors a sizeable amount of money that has to be spent on short notice in a short period of time. Recruitment problems, site selection problems, and administrative problems abound. All three prime sponsorships examined in this report have been engaged in the SPEDY game long enough to cope reasonably well. But--except perhaps for the vanity of the congressional sponsors of SPEDY--there seems to be little reason to keep SPEDY separate. "Year round" youth programs ought to be just that. DOL is obviously constrained by statutes in terms of any inroads it can make into the problem of fostering integration but some steps could probably be taken by regulations. At minimum, field representatives across the nation could be given consistent guidance on permissible integrating activities. Greene and Clark received quite different instructions on this point from two different field representatives both coming from the same regional office and presumably subject to the same supervision.

2. The above incident involving regional office representatives raises a broader issue: the seeming inability of the regional offices to make much consistent positive input into local YEDPA operations (or any CETA operations, for that matter). Not only do federal representatives offer conflicting advice or rulings but, in cases of problems, they usually offer no help and no needed criticism. Thus the picture emerges--at least in these three prime sponsorships--of federal representatives who focus on the wrong questions. They hassle prime sponsors on petty matters but let major questions and, in the case of Columbus, major problems go without attention or comment. Surely DOL needs to address this problem broadly even though, understandably, they shrink from a task that might involve considerable bureaucratic disruption in ETA. That the Office of Field Operations has now been moved directly under the new Deputy Assistant

Secretary for Employment and Training seems to create a logical opportunity for assessing field operations from scratch, both for YEDPA and for all CETA programs.

3. More search is needed to uncover additional levers to promote cooperation between the employment and training system in a locality and the local public schools. The mandated 22% money only raises the issues but does not solve them. This is obviously a very large issue and additional research on it is already under way. Congress apparently continues to think that money is tne answer--witness the new 1% fund given to governors for purposes of fostering cooperation. But the experience in these three prime sponsorships suggests that the issues go well beyond money and that, in fact, until the infrastructure for rudimentary cooperation is present, money is virtually beside the point.

4. Accordion-like funding patterns—both for YEDPA and for other programs--continue to threaten disaster for programs. Within the confines of what Congress provides, DOL needs to continue to work on the problem of how to use discretionary money, how to space resources to give some continuity, and how to bite the reallocation bullet meaningfully and in a timely fashion. Ironically, the experience in the three Ohio prime sponsorships suggests that the two more successful prime prime sponsors will be penalized in FY 79 for their success because of cuts they must now make and that the least successful of the three will suffer no penalties at all but, in fact, will go into FY 79 with more money than they can probably spend well (or perhaps more than they can spend at all).

5. The Secretary of Labor must report to Congress in early 1980 on proposals for integrating Title II A, B, C (old Title I), Title VII (Private Sectors Initiative Program), and Title IV A (YEDPA). Creative proposals, backed by research, should be a high priority. Both Clark and Greene are already thinking about such integration and implementing some aspects of it. DOL could

learn from local experience in this area and should set up mechanisms for capturing this experience systematically.

ADDENDUM

INTRODUCTION

When the text of the Third Interim Report was written and typed, data for three sections were not available from Greene County. Those data are now available and this addendum summarizes and comments on them.

Section I (TARGETING) should be inserted on page 7 of the report. Section II (PROGRAM MIX) should be inserted on page 10 of the report. Section III (PLANNED AND ACTUAL PERFORMANCE) should be inserted on pate 22 of the report. Tables are numbered 13 through 18 so as not to be confused with those appearing in the report. (Note that Greene may amend their figures again (some do not add properly), but we report the data they had on 11/20/78 for 9/30/78.)

I. TARGETING

GREENE COUNTY

Client Characteristics

Table 13, a summary of YETP and YCCIP participant characteristics through September 30, 1978, indicates that Greene County is doing particularly well in enrolling females within YETP and blacks in YETP and YCCIP, given the rural character of the prime sponsorship and the lack of large cities. Greene did less well reaching the drop outs with YETP, however, because they had difficulty locating and recruiting them; they had trouble informing them of the opportunities. Recruitment for YETP and YCCIP was done mainly through the schools, which tilted services to in-school youth. Finally, low enrollment of dropouts was also related to insufficient staff monitoring of MIS participant characteristic data relative to target goals.

YCCIP was exclusively male in FY 78 because of the nature of the work experience offered: winterization projects, small repair for the elderly, and gardening projects, also for the elderly. While females were not attracted to YCCIP, Greene did attract a large per cent of blacks and youth from welfare families for the program.

Table 13: Client Characteristics, YETP
and YCCIP, Greene County, 9/30/78

	YETP		YCCIP	
	#	%	#	%
Male	41	45	13	100
Female	51	55	0	0
less than 18	42	46	5	38
High school student	48	52	3	23
High school dropout	13	14	8	62
High school graduate (completor & post HS)	24	26	2	15
AFDC	39	42	7	54
Economically Disadvantaged	92	100	13	100
85% BLS	89	97	13	100
Family Head	33	36	3	23
Family Member	53	58	10	77
Unrelated Individual	6	7	0	0
White	61	66	7	54
Black & other nonwhite	31	34	6	46
Spanish American	0	0	0	0
Veteran	1	1	0	0
Handicapped	0	0	0	0
Offender	3	3	1	8
Underemployed	3	3	0	0
Unemployed	33	36	6	46
Other	56	61	7	54
Total Number Enrolled	92	100	13	100

Significant Segments

Greene County emphasized six significant segments under YETP. Because targeting of this nature was not required for YCCIP, no comparable data was kept or reported on those participants. They significantly overachieved among "poverty youth" and the "in-school clientele" while falling considerably below expectations with ex-offenders, in-school special education clients, and, more generally, the dropout group. The central role played by the schools in recruitment accounts for the in-school bias; and the large, sprawling rural nature of the prime sponsorship made reaching dropouts and youth offenders difficult since they had no effective infrastructure for disseminating information to these nonmainstream youth.

II.. PROGRAM MIX

GREENE COUNTY

Tables 14 and 15 contain enrollment and expenditure data. Most of Greene's enrollments and expenditures for YETP were in Career Experience and Work Experience; all YCCIP was Work Experience. Greene's experience with the private sector under Title I had shown a reluctance on the part of employers to accept unskilled or the hardcore unemployables in OJT slots, hence the emphasis on work experience. Moreover, staff philosophy emphasizes the assumption that most of these youth need to learn basic work behaviors, skills, and personal responsibility as a prelude to any OJT position. Therefore, Greene County youth staff have focused their efforts upon developing a wide range of CEE and WE worksites, which provide numerous skill and occupational training choices. Staff also make an effort to reassign youth to different work experience if they are dissatisfied with the first placement.

Greene believes in a "Career Training Ladder" concept of progressive client development. The first rung of this ladder is CEE and WE. Thus YETP, YCCIP, and SPEDY are vehicles for initial orientation and the most elementary exposure

Table 14: Enrollments as of 9/30/78 by Program Activity,
Greene County, YETP & YCCIP

	Total Enrollment as of 9/30/78: YETP = 92 YCCIP = 13									
	Career Employment Experience		Transition Services		OJT		Classroom Training		Work Experience	
	#	%	#	%	#	%	#	%	#	%
YETP	44	48	0	0	7	8	0	0	28	30
YCCIP	1	8	0	0	0	0	0	0	12	92

Table 15: Expenditures as of 9/30/78 by Program Component, Greene County, YETP & YCCIP

	Total Expenditures as of 9/30/78: YETP = $134,226; YETP = $21,468													
	Career Employment Experience		Transition Services		Classroom Training		OJT		Work Experience		Services to Participants		Other	
	$	%	$	%	$	%	$	%	$	%	$	%	$	%
YETP	41,809	31	0	0	0	0	691	1	83,619	62	0	0	8,107	6
YCCIP	0	0	0	0	0	0	0	0	21,468	100	0	0	0	0

to the world of work. Only after the initiation can participants move on to OJT or PSE or more comprehensive Title I training. To this end, then, Greene plans to enrich and improve the WE and CEE activities in YETP and YCCIP by strengthening assessment and testing of youth clients, offering OJT as a goal to achieve following CEE and WE, identifying potantially successful OJT candidates for selected referral and improving counseling and supervision at all worksites to improve the quality of WE.

The youth programs, of course, encourage and emphasize WE, but the range of choice--WE, Title I training, OJT, and some PSE-- may vary based upon counselor recommendations, individual needs and the availability of other programs in the prime sponsorship at a given time.

III. PLANNED AND ACTUAL PERFORMANCE

GREENE COUNTY

Summaries of FY 78 planned and actual performance measured in both enrollment and expenditure terms appear in Tables 16 and 17. Greene County had no trouble reaching and exceeding their total planned enrollment levels for either YETP or YCCIP. This was so for a number of reasons. CAC, the major service deliverer for both programs, is especially well connected in the community. But perhaps as important, Greene exceeded enrollment plans because they have a very large needy clientele and a dearth of services and agencies in the county that serve youth. And they exceeded their enrollment plans for both YETP and YCCIP in all program categories except classroom training in YETP. While Greene overachieved in OJT during FY 78, they planned, even before most recent budget cuts, to refocus OJT for out-of-school youth and at a reduced level for FY 79 because the FY 78 experience convinced them that at least under their circumstances OJT was inappropriate for most of their eligible youth clients. Implementing this decision and change of emphasis in '79 will depend

Table 16: Planned and Actual Enrollments, YETP and YCCIP as of 9/30/78, Greene County

	Total # Enrolled	Career Employment Experience	Transition Services	OJT	Classroom Training	Work Experience
YETP						
Plan (#)	86	8	0	5	22	20
Actual (#)	92	44	0	7	0	28
% of Plan Achieved	107	550	--	140	0	140
YCCIP						
Plan (#)	13	0	0	0	0	13
Actual (#)	13	0	0	0	0	12
% of Plan Achieved	100	—	--	—	—	92

Table 17: Planned and Actual Expenditures, YETP & YCCIP, as of 9/30/78, Greene County

	Total Expenditures	Career Employment Service	Transition Services	Classroom Training	OJT	Work Experience	Services to Participants	Other
YETP								
Plan ($)	163,877	36,347	0	0	21,582	66,793	30,913	8,242
Actual ($)	134,226	41,809	0	0	691	83,619	0	8,107
% of Plan Achieved	82	115	--	--	3	125	0	98
YCCIP								
Plan ($)	33,116	0	0	0	0	33,116	0	0
Actual ($)	21,468	0	0	0	0	21,468	0	0
% of Plan Achieved	65	—	--	—	—	65	—	—

on a willingness of ES to go after out of school youth—a commitment ES has yet to demonstrate to the prime sponsor.

Expenditure data indicate that total expenditures lagged behind plans, but with the exception of OJT expenditures, actual expenditures for YETP were only slightly above or below plans. For YCCIP, Greene data indicate a substantial lag between planned and actual expenditures. This outcome appears to have resulted from some unanticipated events that had the effect of placing all YCCIP activity under the jurisdiction of CAC, reducing costs and duplication of effort that would have occurred had other subcontractors followed through on their commitment. (Five slots were allocated to Yellow Springs H.S. but went to CAC when Yellow Springs dropped out.)

The only category that indicates failure to come close to plans is "service to participants" in YETP. This probably occurred as a result of hasty planning, late implementation, and the unexpected cost-free services Greene received from community groups—the juvenile court (counseling); Fairborn YMCA (counseling); and Central State University (tutoring).

Table 18 summarizes planned and actual termination data by category for FY 78. These data suggest that a modest indirect placement goal of 18 (YETP) and 3 (YCCIP) was hard to meet in both programs. Non-positive terminations were considerably below expectations in YETP while they correspond to plans for YCCIP. The three non-positives in YCCIP were expected, CAC staff told us, because these youth have been ones who had resisted all earlier attempts to "reach them" pre-YEDPA. In fact, CAC staff related anecdotes of several community citizens who decided they no longer wanted the free services YCCIP would provide when they discovered which youth would be coming to their homes. CAC staff and Greene County staff agreed with the general assessment that YCCIP youth were programmed to fail and that the good coming from the program would never show up in termination data. And the lackluster performance suggested by the terminations data is one reason why Greene County decided to conduct interviews

Table 18: Planned and Actual Termination Date, YETP & YCCIP, as of 9/30/78, Greene County

	Total # Enrolled	Total Terminations	Entered Employment	Indirect Placements	Other Positive Terminations	Non-Positive Terminations
YETP						
Plan (#)	86	54	22	18	15	17
Actual (#)	92	20	9	0	2	9
% of Plan Achieved	107	37	41	0	13	53
YCCIP						
Plan (#)	13	13	3	3	4	3
Actual (#)	13	6	0	0	3	3
% of Plan Achieved	100	46	0	0	75	100

with participants concerning their experiences under the programs. (Those data are not available yet.) These data plus anecdotal records would, therefore, constitute some record of accomplishment/ achievement/ impact that would not show up on gross measures of performance mandated by DOL.

Greene reacted to the DOL mandate to hold cumulative spending to 73% of their FY 78 allocation as best they could given a rapidly changing DOL position. Staff said they had been admonished to "spend all your FY 78 money," then shortly thereafter they were instructed to carryover 27% of the FY 78 allocation. Their first reaction was to transfer YETP to SPEDY, which gave them a 14% carryover, but the impact on FY 79 plans was to cut YETP slot levels from 80 to 41 in the coming year because YETP funds now totaled $178,540, and that had to be spread over 12 months; an increased minimum wage also reduced the buying power of these new moneys. Staff explained their plans further at a youth council meeting where initial reaction translated into 22% of FY 79 YETP had to go to in-school youth; 18 slots would be allocated to work experience, with 5 full-time OJT slots.

The new mandate left only a small amount for YCCIP in FY 79. With this staff expected to gear the program down to one small 15 week program with one PSE supervisor for fewer youth.

More recently, Greene's Title VI allocation was cut from $2.5 million to $600,000 and the YETP allocation was reduced an additional $70,000, which made these earlier FY 79 plans inoperative. Staff are still busy at this time trying to salvage a youth program from these most recent cuts, and the final disposition of these difficulties has not yet emerged.

MEMORANDUM

November 27, 1978

To: Greg Wurzburg

From: Randall Ripley

Subject: Modification of Addendum to Third Interim Report: Youth Evaluation Project (Nov. 22, 1978)

After we had completed the addendum on Greene County we checked with staff members there on some data that did not seem accurate and found that, in fact, they had made some revisions in the data on which we based the addendum (even though those data were not ready until November 16 to begin with). This memo should be read in connection with that addendum as it offers a more accurate picture of the enrollment situation in Greene County as of September 30, 1978. The following memo contains new versions of Tables 14 and 16 in the addendum and commentary on the meaning of the new data.

The Greene County data revisions represent a response to budget cuts Greene had not planned, principally the DOL order to hold spending to 73% of the FY 78 allocation, which forced the prime sponsorship to terminate a large number of YETP youth and transfer eligibles to SPEDY to free funds for the carryover. The new data are summarized in new tables 14a and 16a. The reader will note that while enrollments remain at 92 for YETP and 13 for YCCIP, the absolute size of enrollments by program category has shrunk. The differences between data reported in Tables 14 and 16 and new Tables 14a and 16a is accounted for under a new category "Terminations." Table 14a indicates 67 terminations as of 9/30/78. Of these 9 entered employment; 1 was a direct placement; 8 obtained employment; 27 were transfers from YETP to SPEDY, and 31 were non-positive terminations. Terminations account for 73 percent of YETP program activity. The residual is spread among CEE, OJT, and Work Experience. Note that CEE and

Table 14a: Enrollments as of 9/30/78 by Program Activity, Greene County, YETP & YCCIP

	Total Enrollment as of 9/30/78: YETP = 92 YCCIP = 13											
	Career Employment Experience		Transition Services		OJT		Classroom Training		Work Experience		Termin-ations	
	#	%	#	%	#	%	#	%	#	%		
YETP	11	12	0	0	5	5	0	0	9	10	67	73
YCCIP	1	8	0	0	0	0	0	0	12	92	0	0

Table 16a: Planned and Actual Enrollments, YETP and YCCIP as of 9/30/78, Greene County

	Total # Enrolled	Career Employment Experience	Transition Services	OJT	Classroom Training	Work Experience	Terminations
YETP							
Plan (#)	86	8	0	5	22	20	54
Actual (#)	92	11	0	5	0	9	67
% of Plan Achieved	107	137	--	100	0	45	124
YCCIP							
Plan (#)	13	0	0	0	0	13	0
Actual (#)	13	1	0	0	0	12	0
% of Plan Achieved	100	--	--	--	--	92	--

Work Experience still account for most of YETP program activity. YCCIP is unaffected by these revisions.

Inspection of Table 16a contrasting planned and actual enrollments conveys similar changes in the levels of achievement when terminations are broken out and isolated from earlier summaries in Table 16. Greene still exceeds plans for CEE but at a much reduced rate. On the other hand the prime sponsor fails rather dramatically with regard to planned enrollment levels under Work Experience when the original 28 actual clients is reduced to 9 in the revised figures.

These revisions represent a post hoc summary of program activity that cannot be fully interpreted without juxtaposing the original tables alongside the respective updates. Terminations shrink earlier indicators of program performance, and these terminations, at least the 27 transfers to SPEDY, can be interpreted as a bookkeeping devise to respond to an untimely carryover order.

It should also be noted that Greene County's plans for FY 79 were seriously affected by cuts in Title III monies, the initial effect of which was an equally serious and unanticipated reduction in Title VI money for FY 79 which reduced their budget from 2.5 millions to $600,000. That reduction also had its effect on Greene's youth program because earlier plans had called for using some Title VI money to p~~l~~ay for youth staff salaries. The prime sponsor has just received notice that it will receive over $800,000 in PSE discretionary money. Thus Greene County may have enough flexibility to implement their earlier plans to pay some youth staff salaries with these funds. To date, however, final plans are incomplete and/or uncertain.

December, 1978

YEDPA: THE END OF THE FIRST YEAR IN CHICAGO, COOK COUNTY, AND THE ROCKFORD CONSORTIUM

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and

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I. The Major Issues Revisited

This report relies heavily on enrollment and financial data prepared by prime sponsors. Only Rockford does its own intake; Chicago and Cook County compile figures which originate several administrative layers away from the prime sponsor. There is evidence, however, that each prime sponsor has struggled to document accurately the character of its programs. Yet data in plans, modifications of plans, quarterly reports, and amendments thereto are occasionally inconsistent. Furthermore, some data was not systematically collected, e.g., enrollees' labor-force status; other data have not yet been issued, e.g., Rockford's expenditures by program activity[1] and Chicago's YCCIP enrollment and expenditures. Our information is least complete for SPEDY.

A. Targeting

All three prime sponsors' YCCIP targets were sixteen to nineteen-year-old economically disadvantaged dropouts. YETP in Chicago enrolled in-school youths, while Rockford and Cook County designed out-of-school programs as well. Table 1 shows the distribution of participants by characteristics and programs.

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[1] "... (M)oney management problems continue to plague the local CETA office," in Rockford, where the youth division is dependent upon the fiscal office for financial status reports. ("Money Handling Troubles CETA," Rockford Morning Star, 10 Nov. 1978, p.1.

The table offers no surprises. The characteristics of Cook County's YCCIP participants are different from those of Chicago or Rockford because of the geographic distribution of projects. In a large county participants have limited mobility. Those projects located in northern Cook County had virtually no black youth to attract. Areas populated by minorities could not always support further public employment, having no unfilled jobs. Once again, Cook County's size and diversity presented a problem to manpower planners. Rockford's YCCIP options were also limited by an already existing abundance of PSE positions. Both prime sponsors were better able to cope with YCCIP's intent when warmer weather permitted outdoor projects.

Table 1 also shows very low enrollments of girls in YCCIP programs. It is probably too facile to dismiss this finding with the conclusion that the nature of YCCIP jobs was a barrier to participation by girls. Employment under SPEDY is often indistinguishable from that of YCCIP, yet SPEDY participants were approximately fifty percent feminine. One girl enrolled in Rockford's YCCIP so excelled at stadium repair that she was promoted to Participant-Supervisor. According to one of the supervisors, she was superior to the boys in this position -- though she had a greater initial struggle to earn the cooperation of her work group. He said that as boys were promoted they stopped working and started watching other members of the group. In other programs as well, the girls appear to eclipse the boys. Girls are generally more communicative and the boys defer to their verbal expertise. Perhaps women are disproportionately under-represented in YCCIP because they remain in school longer and represent a smaller share of the dropout population.

Table 2 shows the identified significant segments within the broader target groupings. Chicago purposely did not name the economically disadvantaged as one of its segments. All enrollees were to be disadvantaged.

Table 1: Distribution of Participants by Characteristics

Prime Sponsor		Our Cummulative TOTAL FY 78 (As of 9/30/78)	% Male	% Female	% 18	% White	% Nonwhite	% Econ. Disad.	% H.S. Dropouts	% H.S. Graduates	% H. S. Students	% Unemployed	% Underemp.	% Other	% Vet	% AFDC/PA	% Ex-Off.	% Handicapped	% Drug Off.	% Other	% Academic Credit	% Return to Full-time Student
Chicago	YCCIP	580	(61)	(39)	(36)	(32)	(68)	(100)	(86)	(14)	(0)	(74)	(0)	(26)	(1)	(46)	(2)	(.7)	-	-	(0)	(4)
	YETP	5424	(50)	(50)	(69)	(18)	(82)	(100)		(6)	(94)	(0)	(0)	(100)	(.9)	(52)	(.5)	(1)	-	-	(0)	(3.6)
Cook County	YCCIP	133	(81)	(19)	(93)	(55)	(45)	(56)	(100)	(0)	(0)	(78)	-	-	(0)	(21)	(5.3)	(0)	-	-		(7.5)
	YETP	622	(52)	(48)	(74)	(46)	(54)	(80)	(37)	(1)	(62)	(71)	(2)	(27)	(.3)	(29)	(3)	(0)	-	-		(51)
Rockford	YCCIP	46	(89)	(11)	(78)	(20)	(80)	(78)	(76)		(24)	(0)	(67)	(33)	(0)	(33)	(13)	[illegible]	-	-	(0)	(28)
	YETP	588	(50)	(50)	(93.3)	(33)	(65)[a]	(73.6)	(13)	(3)	(84)	(15)	(.5)	(84.5)	(0)	(35)	(6)	(.5)	-	-	(48)	(72)

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[a] Total does not equal 100%.

Table 2: Significant Segments By Program And Prime Sponsor: 1978 Planned and Reported, 1979 Planned

Significant Segments	FY 1978 YETP Plan	FY 1978 YETP Actual	FY 1979 YETP Plan	FY 1978 YCCIP Plan	FY 1978 YCCIP Actual	FY 1979 YCCIP Plan
Chicago						
1. White Youths	7.7%	18%	8%	5%	32%	9%
2. Black Youths	78%	81%	78%	78%	67%	70%
3. Other	14.3%	.8%	14%	17%	.3%	1%
4. Spanish Speaking	17.6%	16.5%	17%	19%	34%	20%
Rockford Consortium						
1. Economically Disadvantaged	60%	74%	60%	60%	78%	--
2. Young Offenders	35%	5.8%	13.3%	40%	13%	25%
3. Hard of Hearing	15%	2.2%	--	5.7%	2%	--
4. Women	40%	56%	49%	10%	11%	60%
5. Black	60%	56.6%	60%	50%	74%	60%
6. Spanish Speaking	10%	8%	--	5.7%	4.3%	--
7. Veterans	5%	0%	--	--	--	--
8. Handicapped	10%	.5%	--	4.3%	0%	--
9. Less Than High School Education	--	--	49%	100%	76%	24%
Balance of Cook County						
1. Minority	47.5%	58%	45%	30%	47%	33%
2. Economically Disadvantaged	47.5%	80%	47%	39%	57%	42%
3. High-school Dorpouts	52%	37%	37%	100%	100%	90%

Rockford took a shotgun approach, earmarking a number of groups for special attention. The goal was not always reached. For 1979, the list has been pared, indicating some organizational learning. Veterans, for example, were virtually non-participants in both programs in Rockford -- and elsewhere. The omission of the category Spanish-speaking is inexplicable.

A new targeted segment in Rockford -- those with less than a high school education -- reflects "the local desire . . . that CETA youth programming become more influential in shifting the priority from work to school" (SPEDY Plan, p.2). Unlike the classification dropout, the relabeled segment assumes that youth will continue education until graduation and is reflective of Rockford's policy emphasis on education in 1979. The new classification has the added benefit of not stigmatizing kids.

Unlike Rockford, the others have made no changes in the characteristics of significant segments they will serve.

Sponsors also had the option to alter the relative representation of enrollees from these selected segments, based on a change in policy or experience. Nonetheless, there appear to be few big changes in planned representation. This is especially curious in Cook County's case, since enrollments of significant segments far exceeded expectations. Perhaps it was Cook County's manual Management Information System which could not monitor program enrollments close enough. The reaffirmation of last year's enrollment goals might also reflect the desires of the subgrantees who, for the most part, remain the same.

Targeting assumes that youth of particular qualities will be attracted or can be directed to certain programs. Experience in the three studied prime sponsorships confirms that, if youth do have their own agenda or strategy for seeking services, it is not at odds with the intentions of program operators. It might even be more strongly expressed that kids do not generally see big differences in rewards and experiences among programs. (Limited contradictory evidence will be cited presently.) For the most part, the major option for kids is not movement among programs but termination of their CETA enrollment.

A Rockford planner concurs. In her opinion, it is typical of adults, but atypical of adolescents, to choose programs on the basis of financial return. Our own interviews with participants in all jurisdictions buttress this position. The only times kids express dissatisfaction over wages is when they learn youths in other government programs are earning more. The publicly employed students in Chicago's YETP are resentful of their inability to earn as much total income as their counterparts in private YETP jobs. The second group works three hours a week more. A twenty-year-old YCCIP participant in Chicago had a similar basis for his dissatisfaction:

> There should be higher pay -- at least three dollars an hour for eighteen-year-olds and up. When you get older, you need at least three bucks an hour. Neighborhood Youth Corps gets three twenty-five to start.

The choice between public and private employment under Chicago's YETP is not left to participants. In order to achieve private cooperation, it was necessary to agree that employers could interview and hire as they chose. Among YETP applicants, the most able are sent for interviews. They are identified by the Board of Education and the Chicago Alliance of Business/Manpower Services, the two program agents who arrange private jobs.

The Rockford SPEDY program probably offered youth the most freedom of all the programs we looked at. The prime sponsor included one two-day-a-week SPEDY program of two weeks' duration for those who wanted to divide their summer between work and play. Applicants were also invited to express their preferences about occupation-related projects within SPEDY, e.g., welding, graphic arts, though selection did not affect their wages.

The sponsors' ability to meet enrollment targets was influenced by the summertime opportunities for youth. As Table 3 suggests, kids have summer options to YEDPA. The first panel shows a fourth-quarter increase in the rate of negative terminations, while the second shows an increase in the employment rate for the same period. Judging from casual observation in the absence of hard data, a Chicago planner agreed that Chicago's YCCIP, too, lost participants during summer. One can only speculate as to the reason for these movements. Disaggregated data in Cook County indicate that terminations are not concentrated among particular groups of enrollees.

Local administrators have their own intuitive explanations. A school representative in Cook County said that enrollees remained in programs when they saw them as a supplement to summer school and attendance could lead to early graduation. He was certain that private-sector jobs providing forty-hour weeks were easily available. Indeed, at least the northern portion of Cook County is heavily speckled with help wanted signs. A CETA staff member in Rockford held that kids who opted for the two-day program were motivated by the same educational objective as those in Cook County as well as by indefinite vacation plans.

Table 3: Cumulative Rates of Negative Termination and Employment Entered by Program and Prime Sponsor

PANEL A: NEGATIVE TERMINATION RATE

	Balance of Cook County			Rockford Consortium			Chicago		
	Quarter			Quarter			Quarter		
Program	2	3	4	2	3	4	2	3	4
YETP	0%	7.6%	26.4%[a]	0%	5.3%	12%	.6%	5.9%	18.4%
YCCIP	0%	9.7%	15.3%	0%	6.5%	32.6%	0%	11.6%	22%

Table 3 (cont.)

PANEL B: EMPLOYMENT ENTERED RATE

YETP	0%	3.6%	17%[b]	0%	2.5%	6.1%	.03%	.7%	3.7%
YCCIP	0%	2%	21%	0%	9.6%	19.6%	0%	1.3%	4.3%

---

[a] Available CBO and LEA data indicate that the out-of-school rate is 37.3% and the in-school rate is 21.5%.

[b] Available CBO and LEA data indicate that the out-of-school rate is 18.6% and the in-school rate is 16%.

One more factor is relevant to the kids' search for services. Rockford SPEDY and YETP participants were asked one question about their willingness to re-enroll in fall programs. Their negative and positive answers are instructive. Those who wrote no added that they had either found a job or, more frequently, that school sports or homework would leave no time for YETP. Those who wanted admittance added their reasons, a few of which are quoted here:

> Because I thought it was fun.
>
> It's nothing to do when you isn't working.
>
> I need a new car and more experience.
>
> So I can have $$ in the summer.
>
> I'm very glad I work here because it's more than just something to do. It's an adventure.

B. Program Mix

The distributions of enrollments and expenditures by program activity are reported in Table 4. We caution the reader in interpreting these data that prime sponsors may not share common definitions when classifying programs and services.

Table 4: Distribution of Planned and Actual Enrollments and Expenditures by Program Activity

(Planned Percentages in Parentheses)

rime ponsor	Program	Enrollments % Classroom Training	% OJT	% Work Experience	% Vocational Explor.(Pvt.Sec)	% Career Employment Experience	% Transition Services	% Other	Cummulative Total	Expenditures % Classroom Training	% OJT	% Work Experience	% Vocational Explor.(Pvt.Sec)	% Career Employment Experience	% Transition Services	% Other	Cummulative Total
ook County	YCCIP			(100%)					(118)			(100%)					($634,140)
				100%					133			100%					$381,000
	YETP			(15.6%)		(84.4%)			(835)			(24.8%)		(74.4%)		(.8%)	($2,180,231)
				28.5%		71.5%			622			35.1%		62.4%		2.3%	$760,672
hicago	YCCIP			(100%)					(375)			(100%)					$1,266,409)
				100%					580			100%					$780,407
	YETP					(97%)[b]	(30%)		(4,338)					(99%)[a]		(1%)	$6,180,108)
						82%	18%		5,424					90.4%	9%	.5%	$4,911,088
ockford	YCCIP			(100%)					(70)			(100%)					$140,000
									46								$45,245
	YETP	(22%)	(9%)	(33.3%)		(22.2%)	(22.2%)		(450)	(18.3%)	(6.2%)	(20%)		(23%)	(16%)	(16.4%)	($544,994)
		6.3%	.2%	6.3%		48%	42%		588								$518,681

[a] Includes private-sector employment.

TABLE 5: Planned and Reported Expenditure and Enrollment by Program, Prime Sponsor, and Year

PANEL I: YETP

	Balance of Cook County			Chicago			Rockford Consortium		
A. Expenditures	FY 1978 PLAN	FY 1978[a] ACTUAL	FY 1979 PLAN	FY 1978 PLAN	FY 1978 ACTUAL	FY 1979 PLAN	FY 1978 PLAN	FY 1978 ACTUAL	FY 1979 PLAN
1. Initial Plan (100%)	$2,180,231	$ 760,672	$3,402,582	$6,180,108	$4,911,088	$6,918,500	$ 544,994	$ 518,681	$ 631,844
2. Modified Plan	1,060,239	-	-	-	-	-	(no change)	-	-
3. % Administration	15%	18%	15%	12.5%	10%	12%	20%	19%	19.4%
4. % Wages and Fringes	65%	50%	58%	75%	83.5%	55%	23%	37%	13%
5. % Allowances	-	-	-	-	-	17%	4%	2%	15.4%
6. % Work-site Supervision	3%	4%	-	6.5%	.8%	-	3%	2%	-
7. % Training	7%	.8%	11%	-	.9%	-	14%	16%	21.2%
8. % Services	10%	20%	16%	6%	4.7%	16%	36%	24%	31%
B. Enrollments									
1. Total Number	835	622	980	5108	5424	4023	450	588	450
2. Average Number	790[d]	-	820[b]	4830[d]	-	2818[b]	400[d]	-	331[b]
3. Total Cost Per Participant	$2611	$1223	$3472	$1210	$905	$1720	$1211	$882	$1404
4. Average Cost Per Partic't[e]	$2760	-	$4149	$1279	-	$2455	$1362	-	$1908

PANEL II. YCCIP

	Balance of Cook County			Chicago			Rockford Consortium		
A. Expenditures	FY 1978 PLAN	FY 1978[c] ACTUAL	FY 1979 PLAN	FY 1978 PLAN	FY 1978[a] ACTUAL	FY 1979 PLAN	FY 1978 PLAN	FY 1978 ACTUAL	FY 1979 PLAN
1. Initial Plan (100%)	$634,140	$381,000	$863,890	$1,266,409	$ 780,407	$1,617,760	$140,000	$45,245	$175,769
2. Modified Plan	447,884	-	-	-	-	-	129,904		
3. % Administration	11%	14%	15%	5%	5.6%	10%	6%	13%	6%
4. % Wages and Fringes	61%	51%	65%	75%	86%	75%	62%	40%	78%
5. % Allowances	-	-	-	-	-	-	-	-	-
6. % Work-site Supervision	18%	24%	13%	15%	4%	10%	30%	47%	9.2%
7. % Training	6%	7%	4%	-	-	-	-	-	6.4%
8. % Services	4%	4%	3%	5%	4.3%	5%	2%	-	.4%
B. Enrollments									
1. Total Number	118	133	250	375	580	679	70	46	50
2. Average Number	99[d]	-	213[b]	375[b]	-	579[b]	60[d]	-	39[b]
3. Total Cost Per Participant	$5374	$2865	$3456	$3377	$1346	$2383	$2000	$984	$3535
4. Average Cost Per Partic't[e]	$6405	-	$4056	$3387	-	$2795	$2333	-	$4562

[b] Sum of planned enrollment by quarter/4

[c] Fourth-quarter report will be amended.

[d] Sum of planned enrollment for 3 quarters/3.

[e] A1/B2.

C. Planned versus Actual Performance

A comparison of YETP and YCCIP planned and actual performance by prime sponsor is provided in Tables 4 and 5. Table 4 shows only one instance of a sizeable gap between planned and achieved performance in YETP activities. Initially Rockford had hoped to spread its money across many different treatments. As the year progressed the expenditures on classroom training, OJT, and work experience fell short of the goal. As younger clients came forward, career employment experience and training services picked up the slack, ending up with about twice their intended share of resources.

According to Table 5, all prime sponsors spent less money than planned. Spending was curtailed partly because program starts were delayed.

These factors alone, however, do not explain why Cook County spent only about one-third of its YETP allocations and Rockford spent an equally small portion of its YCCIP monies. In both instances, the sponsors experienced difficulties in finding an ample supply of enrollees or training and educational sites. (See our previous reports on this matter.) The smaller-than-expected enrollments in both cases seems to have affected the distribution of program expenditures as well, resulting in a smaller-than-expected share of resources going to wages.

Cook County continued to solicit appliations in order to obligate the surplus funds. The County awarded a grant under YETP to the Illinois Dangerous Drugs Rehabilitative Systems, and it funded requests for summer worksites under the YETP program by permitting one CBO to incorporate its sites under the existing YETP agreement.

Even though the overall level of spending was affected, sponsors appear to have kept pretty close to the unit costs of programs.

The shortened project-year did not stop sponsors from exceeding enrollment estimates in several cases under YETP programs, most notably in Chicago. Enrollment expansions permitted Rockford, for example, to reduce the per-participant costs of programs -- using gross estimates of program enrollments. But even where enrollments fell short of a goal, total and average cost per participant declined. The implication, one that cannot easily be verified, is that sponsors may have overestimated the cost of programs in the initial year. Considering the fact that programs will be funded at even higher levels next year, it remains to be seen if sponsors continue to run some well-endowed programs or begin to expand enrollments.

Table 6 shows planned and actual cumulative enrollments by prime sponsor, program, and quarter.

Table 6: 1978 Planned and Actual and 1979 Planned Cumulative Enrollments by Program, Prime Sponsor, and Quarter

Prime Sponsor	Program	Quarter	FY 1978 Plan	FY 1978 Actual	FY 1978 Plan
Chicago	YETP	1	0	0	4023
		2	4553	3410	3447
		3	4831	4967	2954
		4	5108	5424	859
	YCCIP	1	375	-	325
		2	375	233	647
		3	375	380	663
		4	375	580	679
Rockford Consortium	YETP	1	0	0	175
		2	300	116	250
		3	450	475	450
		4	450	588	450
	YCCIP	1	0	0	20
		2	40	15	40
		3	70	31	45
		4	70	46	50
Balance of Cook County	YETP	1	0	0	660
		2	745	206	20
		3	790	447	920
		4	835	622	980
	YCCIP	1	0	0	175
		2	70	51	200
		3	111	104	225
		4	118	133	250

Due to DOL's mandate to confine FY 1979 spending to seventy-three percent of the FY 1978 allocation, Chicago's planned YETP enrollments will decrease markedly during the fourth quarter. Scheduled enrollments are based on projected rates of attrition, according to a Chicago planner. If no attrition occurs, programs will have to be cut at an earlier date. Otherwise, curtailed spending has not been much of an issue among the three prime sponsors. The more important matter bothering each sponsor is the conflicting instructions sent by DOL. Cook County rather wryly observes that they are heading into FY 1979 with nearly the same funds available as they had in the previous year, since they were unable to obligate them, initial orders from DOL notwithstanding. Rockford addresses the problem in its Annual Youth Report:

> With the requirements put on the prime to set a design, hire and train staff, meet and encourage community cooperation, meet and promote LEA contracts, and establish public relations programs to reach eligible youth, the last thing that is needed is volumes of paper information with contradicting and conflicting information. What results is that plans are made, programs designed and information given out that change and vary by each new piece of paper received from D.O.L.
>
> This process cannot be changed, but discrimination in terms of the amount and quality of messages sent is significant to program success ....
>
> The start-up of 1979 has had a lot of the same qualitites because of the speculation of funding level and tentative re-enactment of continuation of funding.
>
> The intent for this contract gear is to deal with quality rather than quantity activities and take the time to see what does and does not work. There are no answers to youth employment, only numerous ideas; now it is time to examine some of these ideas and see what effects are able to be determined. (p.6)

The point all prime sponsors would make is that they can deal with just about any instructions as long as they can trust in their certainty.

D. Planning for 1979

FY 1979 expenditure and enrollment planning decisions are reported in Table 5 previously introduced. As noted, program size is expected to increase next year above the planned levels of FY 1978. Only reduction in program size will take place in Rockford's YCCIP program. Pro-rated expenditures under YETP will be increased next year. In Cook County, the added expense comes from, inter alia, a more extensive involvement with schools. LEA agreements, prime sponsors now know, are expensive for the number of kids involved. This is not to say, however, that school programs are necessarily less cost-effective. Rockford too has reoriented its programs towards education and the educational institution.

Under YCCIP, probably the most important shift is an apparent lessening of supervisory ratios accompanied by a deemphasis in the amount of work-site activity relative to activities elsewhere. These changes, for example, account for the reduction in the percentage of Rockford's allocation to work-site supervision, from 30 to 9.2 percent. Chicago, too, will cut its share allocated to worksite supervision by about one-third (15 to 10 percent).

In previous reports we have stressed that differences in the planning activities among prime sponsors have their source in the characteristics of their jurisdictions. A brief reiteration of the distinctive qualities of sponsorships may be useful. Chicago has a well developed CETA-delivery machine. All programs are subcontracted to program agents who, in turn, may subcontract (or not) to CBOs around the city. The program agents serve as insulators between CETA staff and the vast -- and occasionally aggressive - universe of need. In their absence Chicago would have been faced with an impossible chore: selecting and placing 5000 kids in 561 work sites.

Apart from the problems caused by its size and diversity, Cook County faces a small number of CBOs concerned with youth employment and even fewer that have eligible clients. On the other hand, they have had long relationships with a number of suburban high schools, and have always devoted a sizeable proportion of CETA allocations to youth and have been commended for their LEA programs for dropouts. Because they brought in no new staff for YEDPA, Cook County planners were more burdened than those elsewhere. If anything, the 1979 situation is worse. The Manpower Office was added to the County's civil service system. Examination results produced some sizeable personnel shifts and losses so that not all remaining staff members are working in familiar areas.

Rockford, it will be recalled, embraced YEDPA enthusiastically. CETA youth staff faced a community containing few youth employment agencies. In order to meet the task, it created CBOs and wooed schools. Rockford added staff, initiated a youth council, trained the council, and, in general, whipped up a good deal of enthusiasm. They lengthily debated any vagueness in the Regulations, e.g., how was an in-school youth "most in need" of services to be identified?[1] Most of all, they got involved in Knowledge Development, designing elaborate experiments. Their relatively small size allows staff members to become familiar with work-sites and even, frequently, to know participants' names. It also permits CETA staff to hold weekly meetings with CBO directors and supervisors. During these sessions, participant needs are treated individually, technical requirements are explained, and some issues are debated. During our recent visit, for example, group members bridled at the need to report a negative termination for a youth who moves from Rockford. One cited a boy who had moved to Iowa, and observed that he was waiting for a letter to advise him if the boy had found a job. The news would allow him to report a positive termination.

The 1979 plans hold few surprises, largely because prime sponsors have produced them in a manner consistent with their past approaches to and experiences under the law. Chicago and Cook County have engaged in a process best defined as incremental. Some changes from the past year's operation have been made. But, on the whole, the important planning issues involve the utilization of new funds.

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[1] According to Rockford's YETP Annual Youth Report, this issue is very much alive. "The regulations require that we serve only those in-school youth that are 'most in need'; therefore, we are looking for recommendations in this area of what verification is needed."(p.4)

Chicago's plans are chiefly altered only insofar as DOL has required, e.g., a non-financial agreement with the Job Corps has been added; and a proportion of YETP funds has been allocated to the employment service which will pay allowances, replacing the wages paid in 1978 by private employers. According to a youth planner, Chicago has tampered little with first-year arrangements, prefering to allow them a full year's trial. Planning for 1979 was a matter of subtracting those work sites which were found inadequate, e.g., had not achieved planned enrollments, showed audit exceptions, had not provided adequate supervision, or had proved to be more self -than youth-serving.

There has been a noticeable growth in the participation of young members on the Chicago Youth Planning Council. The chief youth planner, who has regularly encouraged the kids to speak interestingly opines that these kids have finally learned parliamentary procedure. Apparently they have had a good deal of practice, since the Council met five times between the beginning of August and the end of September.

An issue of great concern to Chicago has been DOL's decision that kids employed in the private sector must be paid allowances and may not receive wages from employers. DOL's explanation that this system will avoid subsidizing wages for the private sector is unconvincing to the prime sponsor. As one representative noted, "Kids feel they are back on welfare." In the annual youth report, the sponsor cites two other deficiencies of the system: (1) the cost of the employment service contract for payroll had previously been absorbed by employers; and (2) employers dislike the attendant paperwork. The report goes on to make the following case:

> These disadvantages of the new payment system pose a serious threat to the effectiveness of FY 1979 VEP program. Accordingly, it is recommended that regulatory changes be made relating to the payment of VEP enrollees. VEP programs offer a job learning experience that is distinctly different from other educational employment and training programs. The involvement of

> the private sector and the substantial benefits to the participant derived therefrom justify the development of regulatory provisions relating specifically to VEP. Such provisions should allow for the payment of participants by employers in the form of wages.[1]

Cook County's 1979 plans, like Chicago's, are not radically different from last year's, although the prime sponsor believes its second-year programs are stronger. Perhaps the greatest change has been the targeted age for YCCIP and YETP out-of-school programs. According to a program planner, subgrantees asked that the original sixteen - and seventeen-year-old restriction be lifted, for "it was not possible to maintain enrollment levels with such a limited age population to draw from."[2]

The County's commitment to educating dropouts for high school diplomas or GEDs is reaffirmed through the three major programmatic efforts initially developed in 1978, though only in 1979 have they been firmly categorized:

1. An in-school program for potential dropouts and/or college-bound youth;
2. An in-school program for dropouts who agree to enroll in a program leading to a diploma; and
3. A program for high-school dropouts who are unable or unwilling to return to school or take GED classes (through opportunity will be available).

As Table 5 has shown, these ventures will be costly, yet the educational opportunities are generally valued by dropouts with whom we spoke. Five boys from one project said they intended to present their work-experience and GEDs as credentials when they applied for construction jobs. One remarked, "If you don't have GED or any experience, it's impossible to get a decent job." Another said: "The best part of this is because of the experience and GED." A third was less optimistic about the worth of the GED vis-à-vis a high-school diploma: "At most places you've got to have the piece of paper."

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[1] Year-End Youth Report: YETP and YCCIP, City of Chicago, Mayor's Office of Manpower, October, 1978, p.8.

[2] SPEDY planned enrollments were not achieved in Cook County even though fourteen- to twenty-one-year olds were invited to apply.

For its YETP program Cook County also plans to increase the turnover of participants as they become eligible for classroom training or OJT. Members of the out-of-school portion of YETP will be observed at assessment centers, for which negotiations are yet underway. Participants, it is believed, could benefit from this arrangement, which has the added virtue of correcting for a possible reduction in inter-program transfers in the event of a shortage of Title I funds.

At present, contractors for YCCIP in Cook County have not been totally identified. One 1978 subgrantee withdrew when, according to a spokesman, the prime sponsor asked it to extend the existing program for three months. Since operators elsewhere have agreed to such requests, it is not clear why this CBO objected.

The County has also decided not to approve a proposal unless it calls for a placement rate of at least fifty percent. This constitutes a strong commitment to jobs and work experience, and a balance to the educational emphasis adopted by the prime sponsor.

Cook County's non-financial agreement with the Employment Service (IBES) is being modified this year. Jobs for out-of-school applicants will be listed with the local IBES office and with CETA IBES Intake Units for referral purposes. In addition, a placement coordinator will be available to assist agencies with participants they cannot place. Since LEAs are not involved in the agreement, the IBES will not, presumably, be asked to serve a great many enrollees.

The planning council has met five times "between the implementation of youth and the end of FY 1978," according to the Cook County prime sponsor. But a recent request for monthly meetings has been voted down by two-thirds of the members. Cook County youth members remain minimally responsive perhaps because they have not attended as many meetings as their counterparts in Chicago.

Rockford, in contrast to the others, did not extend programs by reaffirming existing goals. YEDPA has been planned de novo in this city. The few continuing projects are included in the plans only because they suit the change in direction. Perhaps the best way to introduce the 1979 plans is to note that they allow for a good deal of flexibility. Insofar as CETA can be individualized, Rockford has done so for 1979, probably an outgrowth of the weekly conferences about clients discu-sed above.

The Rockford Consortium stratefies the YETP program on the basis of client age. As a statement of policy, Rockford believes CETA dollars should be placed behind long-term goals. Fourteen and fifteen year olds will be served in Training and Learning Career Centers. The centers are intended to provide pre-employment training and career exposure to youngsters whose work is limited by either child labor or minimum-wage laws. Tutoring will be provided in "basic reading, writing, and math skills as needed to enter the world of work".[1] As part of the project, participants will practice their own skills by tutoring younger neighborhood children. Participants will earn about $22 a week.

For planning purposes, youth who are sixteen and over are divided between those in school and those out of school. All participants, irrespective of school status, will spend their first sixteen program hours in an assessment center (also available to non-eligible youths). Assessment will be made in the following areas:

1. The participant's readiness to seek employment, including his ability to complete job applications, interview, and make use of resources;
2. The participant's workmanship skills, including dependability, cooperation, readiness to take responsibility and accept criticism, and desire for personal improvement.

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[1] Rockford FY 1979 YETP Plan, Addendum V.

3. The participant's employment readiness plan, which balances the local labor market, the youth's career goals, his basic skills, his deficits, and his particular interests, abilities, and aptitudes.

After counseling, the youth will be assigned to a contractor for work experience. An assessment team will periodically review these referrals in light of the enrollees' individual plans. Counselors and contractors will attend to each participant's specific goals, describing progress monthly. These activities have dictated Rockford's principal research and development question: can this goal-specific training and work experience system lead to independent work readiness?

Rockford's LEA activities hope to make schools more aware of youth career needs. As we predicted in our second report, classroom teachers moved to protect their academic turfs. Consequently YETP programs will no longer teach in-school academic credit courses. Moreover, kids assigned to the special courses were stigmatized as CETA youth, according to one version of the 1979 plan.[1] Only one of the 1978 participating LEAs was agreeable to going forward with the original CETA-sponsored alternative education program. As a result, school-assigned staff will now act as Career Education Liasons between the school and the growing youth network in Rockford. They will serve as school facilitators and counselors for YETP participants in two LEAs.

For out-of-school programs, new YETP participants will be assigned to work experience, VEP, or OJT on the basis of employability assessments. Contractors will be responsible for work and training. CETA-assigned counselors will provide needed support. And placement will be handled by CETA. The plan anticipates that as contractors become more experienced in youth work, they will assume support and placement tasks.

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[1] This presumptive guilt-by-association has also plagued at least one Cook County LEA.

As a result of what the youth director calls "CETA heat," Rockford has "publicly committed" itself to a high turnover of participants. "We can't be a holding ground for disadvantaged youth." Thus, "We want to know the reason if a sixteen-year-old isn't employed in four months."

Academic credit, in both out-of-school YETP and YCCIP, will be awarded through an alternative education program, not the same one to which 1978 participants were referred. Among other disadvantages, the original alternative school admitted students only if they were within a few credit-hours of graduation.

Four projects will replace last year's big community YCCIP effort -- the renovation of a stadium. A facility for the long-term care of youth will be expanded; projects owned and operated by the Rockford Housing authority will be upgraded; not-for-profit and government agencies needing repair and renovation will be serviced by a youth crew; and a community center will be renovated and some of its services provided by YCCIP enrollees.

Work-experience credit will be awarded by the public schools' adult evening division. Rockford's youth director is understandably pleased with this plan, for evening-school credits are transferable to day programs. Since by law only two work credits may be applied toward graduation, academic and work credits are both necessary to Rockford's educational approach.

When we asked the Rockford youth director what first-year lessons had been incorporated into the FY 1979 plans, he replied, "Almost everything."

E. Data

We have mentioned earlier the sincere efforts of the three prime sponsors to report accurate information requested by DOL.

Prime sponsors appear particularly rigorous in the collection of data which are the bases for subcontractor payments and less so about, say, enrollees' labor-force status. In Rockford and Cook County, CBOs have made errors on time sheets with the consequence that participant checks have been delayed. A Rockford spokesman called this "a real problem over the summer," and one participant found this fault with SPEDY: "my dam checks." Financial errors are not tolerated, and nothing goes forward until they are corrected. It might be added that, according to Rockford, such mistakes are often caused by the "unreliability of kids," i.e., they are not also where they are supposed to be. Cook County states: "Prime Sponsor collects only data required by the Department of Labor." It could add that occasionally the sponsor recollects the data because of the errors.

All prime sponsors studied have gone beyond DOL requirements in trying to assure client eligibility. This task is fairly thankless. A representative of the Chicago Board of Education found another dimension to the problem: kids can obtain blank W-2 forms at the IRS office and make themselves eligible. The opposite case was reported by a CETA representative from Minnesota; their eligibility verification process discovered that schools altered applicants' forms -- substituting a lower income than that reported by the student -- in order to secure preferred employees for the school.

A youth planner in Chicago stated the case succinctly: "Data are only as accurate as the person who reports them."

F. Evaluation

During the first year, the three jurisdictions have engaged in evaluation activities that are more properly labeled as intensive monitoring and process evaluation.

A basic monitoring scheme is found in all three cases: subcontractors have submitted self-reports and CETA staff monitors have made site visits. In their reports, contractors typically provide information on fiscal or expanditure patterns, verification of client eligibility (except in Rockford), client progress reports, and other process-oriented or administrative data.

Site visits vary in terms of their frequency and thoroughness. Bi-weekly visits have been conducted in Rockford, whereas Cook County visits sites once a month. Chicago, perhaps because of the large number of sites, has visited once. Occassionally unscheduled site visits have been made at the request of participants. In one instance it was to investigate a participant's allegation that his supervisor was requiring kickbacks from the kids.

Although it is often overlooked, participants themselves serve as important instruments of monitoring programs. Youth, especially urban youth, expect the programs to live up to the billing and, as we have judged, are quick to complain when they don't.

Our own experience suggests that unscheduled site visits may give misleading impressions. On the basis of an early-summer visit to Rockford's stadium renovation, we would have reported that, in every respect, the project was exemplary. Kids were working hard, some with a much-admired union carpenter, others with warm, yet firm, supervisors. On a later trip, we found a much different project. Because the kids had complained, several supervisors were gone to find the kids' overdue paychecks, when leaving an unsupervised work group smokin cigarettes in a lavatory as they cleaned paintbrushes with gasoline. A third visit might have discovered yet another project.

The national clamor over CETA peccadillos has naturally made prime sponsors more concerned about compliance and administrative rigor, but none of our studied jurisdictions has taken an adversary attitude toward its subcontractors. As a Rockford administrator remarked: "There is a degree of good faith necessary in working with cooperating agencies."

Some of the sponsors have supplemented the contractor reports and site visits with evaluative information of different types, including: participant assessments of programs and supervisors; participant self-appraisals; and employer evaluations of kids. There is no evidence, however, that these pieces of information result in any behavioral changes. A 1977 Chicago SPEDY questionnaire, for instance, taught the prime sponsor that kids like maintenance work least. But there is little Chicago can do to avoid maintenance jobs. When Rockford completes its first-year knowledge-development activities, we may be able to offer a counter-example.

No doubt each sponsor has gathered a vast amount of data for the purposes of monitoring and evaluating performance. Nonetheless, the evaluative activities of the prime sponsors have not been especially rigorous. Rockford, perhaps the most conscientious of evaluators in our sample, held periodic reviews to compare each agency's actual performance with its planned performance. Similar assessments were also carried out -- but probably not as often -- by Cook County and Chicago. Beyond this rudimentary step in evaluation, none of the sponsors ventured by attempting to bring quantification and rigor to the evaluation process. With the exception of Rockford, little of any resources were devoted to outcome evaluations.

The favored information in the evaluation process tended to be qualitative judgements based on reputation and casual observation. Thus, if a discrepancy between the supposed goal and performance of a project was discovered, sponsors felt justified in offsetting this finding by interjecting a qualitative judgement about the desirability or effectiveness of a program. Sponsors were, in fact, encouraged to give weight to the more qualitative criteria of performance by DOL's instruction that they make funding decisions on the basis of such subjective indicators as "demonstrated effectiveness."

Our intent is not to criticize these efforts. Often contractor reports and site visits made by the prime sponsor identified important shortcomings in program operations. The quality of supervision in some Chicago programs, for example, was judged by the sponsor to be inadequate. This deficiency was corrected in the replanning for FY 1979.

Perhaps as students of evaluation we are projecting our own values in evaluating the evaluations of studied agencies. A fair assessment of their activities would be to conclude that (1) they were appropriate as far as they went, and (2) prime sponsors do not see an incremental gain from going further in this process. The fact is, prime sponsors in this study are generally satisfied with the way first-year programs were implemented. Perhaps they did not go further because of the rush to implement YEDPA initially and the changing signals (i.e., uncertainty) about the future character of CETA and YEDPA over the past few months. For whatever reason, a requestioning of fundamental objectives was not in the cards.

Rockford, as nearly always, is a special case. For the second year it has shifted its programming to better serve young participants as a direct result of monitoring the age of applicants. (Parenthetically, centralized intake in Rockford may have aided the sponsor in recognizing that they were getting younger-than-anticipated clients.)

G. Summer Programs

Chicago and Cook County reimplemented SPEDY programs first designed before YEDPA was created. Rockford used SPEDY to introduce a new focus on education. Perhaps for this reason, Rockford was the single prime sponsor to find planning for SPEDY a chore, coming as it did just as YEDPA programs were underway. A Chicago youth planner remarked, however, that the grant application package ("a bugger") was sent much too late -- in May -- and that, had they delayed planning until its arrival, they could not have got SPEDY together.

Chicago's SPEDY is a five-year-old program which, in 1978, served 46,000 participants -- and still turned others away. In their effort to create as many jobs as possible, Chicago planned a nine-week program which provided twenty or twenty-five hours of weekly work to participants aged fifteen or less and those sixteen to twenty-one, respectively. In contrast, Cook County provided all participants ten weeks of twenty-five-hour a week employment, reaching 78 percent of its planned enrollment. Chicago enrolled 119 percent of its plan.

Its experience with YEDPA taught Rockford to expect a sizeable proportion of fourteen-and fifteen-year-old participants. Thus the 1978 SPEDY plan introduced the scheme which would be repeated in FY 1979 YETP planning, viz., a program segmented by age of participants. Thus, fourteen - and fifteen-year-old participants were enrolled in one distinct SPEDY, while those sixteen and beyond were offered choices in a quite different program. The excess applicants, it may be noted, were assigned to the YCCIP project. The link between the two programs was the priority given projects which promised academic - or work-experience credit. Programs for the younger kids scheduled either twenty hours per week for eight weeks or a total of two to four days per summer for each participant. Older applicants were offered choices between training or work experience; activities within those categories might occupy fifteen to thirty weekly hours for nine to ten weeks. 131 percent of planned enrollment was achieved.

Generally, YCCIP, YETP, and SPEDY jobs are much alike in any given prime sponsorship; it is the exceptions that are of interest. Lots of kids applied gallons of paint to public buildings and equipment this summer, regardless of program assignment. Others were given novel experiences, partly because of their own special nature. Also, the constraints imposed by LEAs seem relaxed during the summer

Rockford, for example, funded A Very Special Arts Fair under SPEDY. All participants were educable mentally handicapped high-school students, some of whom are pupils of the program director during the school term. It is in summer that Mr. McKenzie can concentrate, as he prefers, on building the self-esteem -- and hence, the employability -- of these youngsters. The program, which culminates in a performance and art show, is divided between art work and therapeutic exercise. Moving between an inner and outer circle of participants and staff, kids experience themselves as actors and audience and learn thereby that observers can be a source of support rather than shame. The two-hour show is a skillful blend of skits which are professionalized by the addition of local talent and creative staff to the cast. Moreover, the presence of staff onstage continues the familiar pattern of the circles. The performance, received enthusiastically by its large audience, established the truth of the lesson. The program was such a success that one observer would not believe that these kids were actually retarded.

A Chicago SPEDY program, operated through the Board of Education, taught film-making. Enrollees very obviously enjoyed the opportunity to appear before a camera. In one scene, for instance, a slight girl stuffs a large boy into a carton. The next frame, shot from the sidewalk, focuses first on the window of the room, next on an ancient crone coming along the walk. The carton teeters on the windowsill, dropping over just as the woman passes. This kind of thing is a lot of fun. It is also probably at least as instructive as, say, serving as a bicycle security guard in the park. The program uses school equipment and its success is attributed to the teacher who directs it. When we asked why the project was offered only in the summer, we were told that when school is in session, the facilities are the province of a less-creative teacher.

If they exist, we did not find comparable programs in Cook County where the prime sponsor emphasized work experience. Yet we did notice there that definition of a successful experience is elusive. Participants in two different landscaping projects, for example, differed markedly in their interest in the work. Those who performed maintenance chores for a school were demonstrably less task involved than those who planted gardens for elderly neighbors. The second project more nearly corresponds with the two cited in Rockford and Chicago, i.e., participants create something which, but for them, would not exist.

An observation about the supervisor's role is also in order. Some inherently dull jobs ("washing 300 school desks"), supervised by talented adults, appear to offer interpersonal benefits which cannot be derived from work which commands the participants' full attention. A lot of affectionate bantering and adult approval can substitute for skill acquisition for kids who are often unaccustomed to a warm reception. One Rockford SPEDY participant wrote to his supervisor: "I would like to spend more time with you." Another, in contrast, wanted to "get remainder of welding skills" while one felt "that I've gotten enough training for a better job." There are other job-related benefits over which a supervisor has some control. A YETP enrollee learned, for example "you get docked for being even two minutes late," and another learned "how black and white feel in general." It is hard to say that one benefit better contributes to the quality of an experience than another.

Prime sponsors' programmatic links between YEDPA and SPEDY differ more on paper than in fact, it would seem. Most Chicago YCCIP and YETP participants move into SPEDY for the summer. As a CETA staff member commented, however, "They don't switch programs. It's just a different pot." FY 1978 salvage money, created by late start-up, kept some kids nominally in YETP and YCCIP. The other two prime sponsors essentially followed the same pattern, though they funded it from three pots. The most simple description of each prime sponsor's SPEDY is this:

- Cook County's SPEDY was their YCCIP;
- Rockford's SPEDY included some of their YCCIP with more of their YETP;
- Chicago reversed Rockford's mix; and
- Rockford and Chicago added projects to which there is some LEA obstacle during other months of the year.

II. Some Different Issues and Interpretations

Some issues not discussed previously and of no apparent interest to DOL are nevertheless noteworthy.

The CETA Hotseat - We have been struck by the extent to which prime sponsors have become the focus of criticism from subcontractors, participants, and the community.[1] The level of this criticism has not reached the point at which it impedes the delivery of services in a major way. But it could represent a serious problem in the future.

Of the different reasons for criticism, one is rather unjustified -- and, in fact, incorrectable from the sponsors' perspective. Prime sponsors are taking heat for implementing changes or procedures required by federal regulations and interpretations thereto. CBOs and LEAs don't distinguish between the ultimate source of a constraint and what they may view as an arbitrary decision of the prime sponsor. They direct criticisms at the agency with which they deal.

In Cook County one contractor was deeply concerned about the pressure to begin its program all too quickly. The CBO spokesman directed his criticism at the prime sponsor, not at the feds who were the source of the pressure. He thought the prime sponsor understood neither that it requires six months to plan a project nor that total enrollment cannot be reached on the first day of a program.

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[1] According to Chicago's Mayor Bilandic, "burdensome investigation" is the consequence of being "positive"; and "in the evaluation of programs such as this, everyone is expected to have a grade of 100%." (Address to DOL SPEDY Conference, Chicago, October 1978)

A school administrator said that if the programs did not provide a necessary service, they would pull out, exhausted by "two-and-a-half tons of picayunish bull--." In Chicago, a private employer thought she would have neighborhood youths as participants, but "they send me these kids from the ghetto."

Understanding The Private Sector - It is also apparent to us that the question of private-sector involvement in YEDPA needs to be reconsidered. The most successful private employment program exists in Chicago where, by agreement, better students are sent for employers to interview. One prestigious Chicago firm weeded out those applicants who were ill-groomed or seemed indifferent about work. Cook County and Rockford either did not want to cream applicants or never thought of the possibility. In both jurisdictions there is serious dissillusionment with the validity of the concept of private-sector involvement.

Where creaming occurred (certainly in Chicago), we have the impression that these kids would have got jobs anyway. At least that is the judgement of the employers we interviewed; the majority would employ their YETP enrollees outside the program.

Perhaps it is time to reconsider private-sector involvement, not because firms don't understand YEDPA, but because YEDPA doesn't understand firms. Unquestionably kids are learning something in private-sector jobs. Employers, however, are being subsidized even more so. The right way to blend the private sector's interests in productive workers with YEDPA's interest in private-sector jobs is to shorten the duration of the subsidized employment. If a worker is attractive to industry in his own right, then why not permit the worker to take the job. This will leave a vacancy for another enrollee, perhaps one not as appealing to industry as the first.

Of course there are problems with this proposal. Much more job development and monitoring would be required. Also we would have to make sure that employers did not try to entice kids to drop out of school, a problem extant in Chicago, according to a Board spokesman. Notwithstanding these considerations, it may be time to rethink the matter of private-sector participation, especially in light of the new initiatives for the private sector in CETA generally.

Coping With YEDPA - It often happens that actors at different levels of a sponsorship are restricted from doing exactly what they want to do. Any program, naturally, throws up obstacles which constrain preferred behavior.

Nonetheless, one of the interesting things at all levels of analysis is that one can find examples of coping, of people achieving their own ends in indirect ways -- sometimes because of creative behavior and sometimes just by happenstance.

Consider one Chicago employer's desire to pay wages in FY 1979 as he did the previous year, and to give his participants a raise. A simple system has been devised whereby the employer's payroll includes the kids (at $3.15 per hour) and they sign their IBES allowance checks back to the employer -- and The Mayor's Office of Manpower is obliged to pay the IBES for the service.

In Rockford, where academic credit has been a thorny issue, the youth director has found a unique source: the adult evening school. The evening division of the public schools will certify work-experience credit which is transferable to day programs, where credit is strictly the province of the cooperative teachers -- whose rates are prohibitive for CETA.

One Cook County school superintendent decided that the prime sponsor's $3.50 per hour rate for participant supervisors would not satisfy the requirements of one college student -- so they paid him $7.50 (which may be news to the County). In another school, wage raises had been planned to reward participant progress. The County urged that this scheme be abandoned, inasmuch as the new minimum wage rate will make it very costly. So the school, ever eager to establish variance among students, will adjust wages by changing the number of weekly hours to be worked by participants.

The point is that there is a difference between formal and informal accounts of programs. The formal accounts do not suggest the tremendous amount of coping, of making the best of circumstances, that goes on. These solutions are not reflected in quantitative measures at the national level, or even at the local level. There are, in short, limits to structure and control.

As Rockford's yough director put it: "We have the first opportunity in a long time to really do something, and whether the regulations give the right direction to it or not, we can learn to live with what we've got."

Youth Evaluation Project

Third Interim Report: November 1, 1978

Submitted to

National Council on Employment Policy

by

MDC, Inc.
Chapel Hill, N.C.

November 1978

INTRODUCTION:

In this third interim report, we have chosen to present our findings under a few major headings. Hopefully, the report will cover major points raised by the council as well as summarize the results of fresh visits to the four North Carolina program sites. It seems to us that at this point in the study, emphasis should be placed on the major advances being made by the prime sponsors and significant problems standing in the way of further progress.

Accordingly, we have organized the report in four sections. The first section discusses only the summer program (SPEDY) as it is a separate component of youth programming in these prime sponsorships as elsewhere in the country, and will be accounted for in detail only in this report.

The second section takes a backward look at the first year's operation of YEDPA programs in the four prime sponsorships and discusses planning changes -- where appropriate -- for Fiscal 1979.

The third section is an effort to isolate major advances and major problems and discuss them in some detail in the form of a summary.

The fourth and final section presents a tabularized look at the kind of information being sought by the prime sponsors in this study, and a summary of training categories and client characteristics for Fiscal 1978.

I. SPEDY

The Summer Program for Economically Disadvantaged Youth showed a profile in the four North Carolina prime sponsorships not unlike that exposed by national studies. SPEDY was swift, reasonably efficient, largely unimaginative, and lightly flawed in terms of its targeting.

A total of 11,850 youth were served by SPEDY in the Durham-Orange consortium, the city of Charlotte, Alamance County, and the North Carolina balance of state. The youth were employed almost entirely in public sector jobs, although the jobs did offer a wide range of learning opportunities.

The programs were largely black and heavily concentrated on in-school youth, however. In Durham-Orange, of the 769 SPEDY clients, only 44 were recorded as dropouts. The performance here contrasted with YCCIP and YETP programs in which over 50 per cent of the clients were dropouts. Typically, enrollment applications for SPEDY are distributed through the schools and dropouts are "screened out" of the program.

We will discuss the problem of linkages between CETA and the schools more thoroughly in Section IV. As far as SPEDY is concerned, however, problems of targeting are clearly related to the haste with which the program is mounted each year and to the lingering aura of income maintenance surrounding the program.

In Alamance, for instance, the prime sponsor saw itself with a very simple mission: "Keeping them off the street, and putting money in their pockets." Given this kind of goal, it is not surprising that the jobs were routine -- school caretaking, child care, and social service aide work. Here, youths worked five hours a day at the standard minimum wage of $2.65 an hour.

In the balance-of-state, however, jobs were far more varied and an interesting target concentration emerged. The BOS prime served 10,570 participants, concentrating heavily on the 14-15 year old range.

The main reason for this concentration was the state's recently enacted mandatory competency test, which is now required in order to gain a high school diploma. The North Carolina Department of Public Instruction determined that incompetency in English and mathematics is a major disability of all too many of the state's high school graduates. Accordingly, the SPEDY program for BOS offered youth remedial education and training in testing preparedness.

Specific types of work performed included working in child day care centers, assisting in libraries, construction work on buildings and in local housing projects, landscaping work, development of nature trails and campsites, replanting timber areas as forestry aides, clerical work, nutrition, and assisting in hospitals.

Durham-Orange served 750 participants. There was no vocational exploration in this program; however, the sponsor did conduct a good occupational information component. This sponsor also used the assignment of clients to various public non-profit agencies as a means of putting youth to work quickly. In Durham-Orange, however, the imbalance between white and non-white participants was most sharp, with only 19 whites among the 750 participants.

SPEDY in Charlotte suffered from difficulties in reaching the total planned participation. Charlotte had planned to serve 1,779 but never got above 82 per cent of planned enrollment level.

Difficulties experienced by this sponsor were revealing. Problems developed at first with the effort to achieve "meaningful work with good supervision." An insufficient number of sites were found where this criterion could be achieved. Even after some 100 sites were rejected, a newspaper reporter was able to find a number of sites where youth were "loafing."

The prime sponsor continued to weed out these sites, probably to the benefit of the youth served, although clearly at the same time to its own disadvantage numerically. Because of the haste with which the program was mounted, there were few "alternate" sites, and it was thus difficult to switch youth from a rejected site to another more suitable one.

The overall experience convinced planners in Charlotte of the advantage of year-round planning for SPEDY. In consequence, the summer program has been integrated into overall youth planning there.

It would be a mistake, we think, to assume that the problem that surfaced in Charlotte did not occur elsewhere. In the balance of state prime sponsorship, for instance, distances between worksites across the state made monitoring difficult. What was learned in Charlotte was the result of better monitoring, however it reflected on the city's SPEDY plan.

We saw few clear cases of linkage between the new youth programs (YEDPA) and the ongoing SPEDY program. Where linkages did occur, however, they may have boded well for the future of youth programming. Ironically, these linkages often involved missed communication between CETA and the school systems -- a subject we will pursue later in this report.

Where the linkages were successful, as in the instance of a policy determination for the balance-of-state prime sponsor to pursue early literacy training for SPEDY participants, the way to integration of CETA training with ongoing educational programs seems clear, and the omens hopeful.

II. A Look Over the Shoulder and a Look Ahead

In view of the perceived temporary nature of the Youth Employment Demonstration Projects Act, it should not be considered surprising that planning for programs at the local level is still — in a word — tentative.

It may be the YEDPA is only "temporarily temporary," and that most prime sponsors expect money for youth programs to continue to flow from Washington. All the same, the work under this Act has proceeded so far under the guise of response to an emergency, much as our continuing venture into the area of public service employment. Until a more permanent framework is provided for youth programming as public policy, we should expect local planners merely to react to changing national imperatives rather than to establish policy on their own.

All this is prelude to our observation that — in our four North Carolina sites at least — a minimum of reflection on the experience of the first year of YEDPA has resulted in a minimum of change in planning style and programming content for YEDPA in Fiscal 1979. It would not be fair to say that the approach was "business as usual." At the same time, few searching reconsiderations have been uncovered in this little study. Perhaps the best way to describe what has happened would be to adopt the phrasing of one of our researchers who has written that planning for the Year II involves "a modicum of adjustment coupled with a certain optimism that things will go better with a year's experience under the belt."

Relatively major changes were made in Charlotte, where the prime sponsor had difficulty spending out its allocation as a result of a failure to anticipate recruiting and dropout problems experienced through subcontractors.

"We felt we had to make two kinds of changes," a planner told us. "We had to find ways of developing closer and better communication with the vendors. And we had to make the vendors responsible for doing their jobs better -- in such a way that we would know at the earliest opportunity when problems were surfacing."

To attack the first problem, the prime sponsor re-organized its supervisory scheme. Where as many as four individuals were responsible for various aspects of the work done by YCCIP and YETP subcontractors, supervision was re-aligned to put each subcontractor one-on-one with a single CETA prime sponsor spokesman. No CETA staff member now has more than two subcontractors under his/her wing, but one staff member is fully responsible for the total performance of each subcontractor. Not only does this simple change of supervisory style promise more efficiency at the prime sponsor level, but the subcontractors seem to like it much better. "For the first time," we were told, "the vendors feel that they have a sympathetic ear up here."

The second problem is being attacked with a series of monitoring tools, including a detailed, monthly reporting system that involves some actual case studies of youth as well as cumulative and monthly numerical reportage. The Charlotte prime sponsor decided to retain the same vendors with the exception of one YCCIP subcontractor which was dropped, leaving all of the modest funding for this program in the hands of one other subcontractor. "We had a program review of all of the vendors," a prime sponsor spokesperson said, "and they were equally bad — but then we weren't so hot last year ourselves."

This attitude lay unspoken behind the actions of other North Carolina prime sponsors. They considered that the year was a learning experience for them as well as for their subcontractors. Generally, they were willing to chalk up program shortfalls to experience and to give the subcontractors a second chance.

Some lessons were learned. One of the Charlotte subcontractors "tried to do it all" during the first year, utilizing a plan that combined work experience, vocational exploration, tutoring, and several other training elements. The attempt to do too much with too little preparation predictably flopped. "We didn't try to tell them that in the beginning," a prime sponsor spokesperson noted; "we let them learn from experience."

It is worth observing that the subcontractor in question was a CBO with good contacts in the community, a creditable track record in employment training, but with no recent program experience. The relatively new CETA PSE and youth programs have brought many CBO's back into the employment and training field. Some have had to take time to readjust to a long unaccustomed role.

Charlotte's biggest learning from the first year of YEDPA probably lies in the area of administrative outlay. The prime adopted a policy of trying to get the greatest amount of money to the programs, reserving only four percent for administrative expenses. While this policy seemed commendable on the surface, it proved less than satisfactory in practice. Programs could not be planned adequately or monitored effectively with so little money being used for administration. Too often -- the prime sponsor felt -- the youths for whom the increased program outlays were intended were not really benefitting.

As a result, under the Fiscal 1979 plan, Charlotte expects to provide better service to its target population through tighter program control and increased contact with program participants. At the same time, its administrative expense figure will probably increase from four to eight or ten per cent of its total allocation.

Other prime sponsors in this study have adopted more modest changes in looking over performance for the past year and making plans for the second year of YEDPA. In Alamance, there is an increased effort to create "good" jobs rather than what are seen as potentially run-of-the-mill jobs, such as school custodians and groundskeepers. Alamance is also using for the first time feedback from worksite supervisors in its evaluation system. This information is collected by the youth coordinator who acts as a kind of "super counselor" for the program.

Easily the biggest change in Alamance's program involves a decision to increase greatly the share of its youth program allocation going to the local education agency. The LEA share for

Fiscal 1979 shows an increase from 22 1/2 to 70 percent as a result of adding two new target groups — high school students enrolled in vocational education and high school students who are unemployed.

Evaluation and monitoring methods in Durham-Orange, in the past consisting of routine multiple choice form returns, are now getting a closer look, with stiffer reporting requirements for subcontractors.

Perhaps the most challenging policy development turned up in this study for the first year is the balance-of-state decision to place a heavy emphasis on the 14- and 15-year-old youths in need of remedial English and mathematics work. This is in every sense an example of local policy setting, a direct response to a felt need on the part of the Department of Public Instruction to prepare youths for the competency tests required for a high school diploma.

Yet, while the linkage is a most interesting one, deserving of further study for our final report, the effort will have to overcome a set of issues and problems that we will discuss in more detail in the next section of this report.

III. Issues and Problems

Far and away the most complex issue that has appeared in this study of the first year's workings of the Youth Employment and Demonstration Projects Act in four North Carolina prime sponsorships is that of CETA and the schools.

Clearly, the greatest progress to be marked in connection with these new, "second generation" youth programs involves linkages established between the CETA training arm of local government and the local education agencies. In Charlotte, both school and CETA officials have talked in glowing terms of the potential for the first real "employability" plan for students who can now be steered from dropping out of school to a course of increasingly vocational-relevant study leading both to a high school diploma and further training for a job with a future.

"For the first time," a veteran vocational education instructor in the Charlotte school system told us, "we're seeing a direct, unbroken link between a youth in school who is not going to college and the job he can be trained to get and keep."

But while the potential is clearly there, efforts so far indicate severe problems that will have to be overcome if these optimal results are to be obtained. In fact, it is arguable that unless action is taken to bring to bear national initiatives already taken on state and local policy, more harm than good may be done in the long run.

The problems seem to be of two orders, although it is not certain to what degree they overlap. Of one order is the scheduling problem. The fiscal year timetable under which CETA programs operate does not square with the academic year. Too often CETA programs are being cranked up after the school year has begun. One result of this is a certain amount of classroom disruption.

Under optimal conditions of trust and mutual understanding this problem might be manageable. Unfortunately, a look at a number of programs around the country convinces us that scheduling problems, while real, are greatly exacerbated by the mutual lack of understanding of goals exhibited by mid-level educators and CETA state and local officials.

The Durham-Orange prime sponsor, for instance, feels that the school principals and guidance counselors resent what they perceive as an overload on their staff caused by CETA people "coming for help."

The resentment seems to take several different forms. The Durham-Orange prime assisted 25 high school seniors in making up school work at the end of the year as part of its summer program. The Durham-Orange youth planner reported that the school principal resisted the program as unfair, as providing a "subsidy" for learning for some students while others could not receive the same benefits.

Here, clearly, the school principal did not perceive the good the CETA program was doing. Quite likely, as well, the CETA personnel did not perceive morale problems that might be generated in the school which school officials would have to handle.

In some cases, school officials have indicated their unhappiness with dropouts for whom they felt everything possible had been done, being "rescued" by the CETA programs and paid while resuming their education. To their way of thinking these students would be the very ones most likely to fail the competency test and to require additional special help in order to graduate. One North Carolina principal spoke directly to this subject, complaining to us that CETA compounds the schools' problems by opening the academic trail once again to dropouts who have been considered incorrigibles -- "the very ones that had been kicked out used CETA as a way to get back in the system."

Whether for these reasons or for others, it has been difficult for CETA representatives around the country to get accurate information from the schools on high school dropouts. This was a problem too in Durham-Orange, where written and verbal requests for this information were not honored.

The problem is admittedly complicated in North Carolina by the competency test issue. The knowledge that every high school graduate will have to pass a written test in English and mathematics makes educators even more reluctant to discuss the awarding of academic credit for education-related work experience programs.

Ironically, the competency test has stimulated more linkages between CETA trainers and educators in North Carolina, as we have observed. The balance-of-state prime sponsor is putting its major financial emphasis on 14- and 15-year-olds at the request of the Department of Public Instruction. It remains to be seen, however, whether in this program CETA will serve as a mere pass-through for funds or become a full-fledged partner in the development and execution of an educational-employability plan for secondary school students.

In short, while top-level agreements have been forged between the Department of Labor and the Department of Health, Education, and Welfare, the "trickle down" process has not taken place, and there is little real spirit of cooperation — or even understanding of mutual goals — between CETA prime sponsors and their educational counterparts.

These factors account in part for low number of dropouts being served in the YEDPA programs under review in this study in North Carolina. Clearly, concern over competency test results has shifted emphasis more toward the youths still in school who have yet to face this potential barrier to graduation.

In Durham-Orange, for instance, where the dropout rate is among the highest in the state, only 6 per cent of YEDPA participants are dropouts. The percentage of female dropouts is even lower, as only one of four participants in YCCIP — the primary program for dropouts — are female.

If youth programs in North Carolina are to be geared to the needs of dropouts, special emphasis will have to be placed on this category of participant.

The same holds true for white participants in these programs. The first thing that must be recognized in North Carolina is that black predominance in youth programs is not something new under YEDPA. While the programs are 90 per cent black presently, they are no different in this respect from CETA Title I youth efforts. They are no different in this respect from Neighborhood Youth Corps programs either.

The simple truth is that while jobs under YEDPA are better than they have been under the older programs, the other program elements -- planning and delivery agents, client groups, etc. -- remain much the same. Youth programs in North Carolina are primarily black because they have always been that way. As long as they contain a heavy admixture of AFDC/PA clients (a quarter of the total YEDPA enrollment) they will continue to be black. In fact, if it were not for the predominance of single-parent mothers in AFDC, the imbalance in favor of males over females in YEDPA would be even more pronounced.

It is obvious that programs cannot be all things to all people. Place an emphasis on the heavily disadvantaged and welfare cases, and you will come up with heavily black-oriented programs in a state like North Carolina. Unless special efforts are made to recruit whites, the tendency of such programs in the South -- if not everywhere -- is to attract more and more an exclusively black clientele.

To make inroads on this process, which does discriminate against the white poor, a strong and special effort must be made. In Charlotte, such an effort has been pledged for Fiscal 1979 -- results should be worth watching.

"If there are to be changes in the composition of enrollment in youth programs," one youth planner told us, "it has to start with a good public relations campaign by the prime sponsor. It's a well-known fact that programs 'like these' are thought of as black programs, designed specifically for minorities. That attitude is what has to be changed."

IV. Data

There is not much to say about data collection other than that some seems to be occurring. All the primes appear to be collecting numbers; in some instances, these numbers are never used except when it comes to reporting. The numbers are not seriously used for any planning or the like but mainly just for reporting. Here's a breakout of what the four primes are collecting:

Prime	Type of Data Collected	Reliability and Accuracy
Charlotte	Client enrollment information; total terminations; significant segment data; individual case studies on "quality of service delivery" and participants' progress.	Narrative descriptions in a case study format merits some close attention. The gauging of the clients' successes in the various components seems to also be worth keeping an eye on.
Durham-Orange	Follow-up, termination, and new enrollment data are collected. Here, the sponsor appears to only be collecting that data needed for federal reporting.	The information appears to be both accurate and reliable.

Prime	Type of Data Collected	Reliability and Accuracy
BOS North Carolina	Enrollment characteristics data; financial data on program status; significant segment data; planned outcomes (groups served, termination and placements) are compared to actual outcomes.	The system seems to be neat, clean and efficient. The reliability and accuracy are questionable because of the size of the BOS operation. The planner indicated that they are having problems getting accurate and timely reports from the field. It seems that the bottom rung is that the smaller data collection efforts are the most trustworthy.
Alamance	Characteristics and enrollment data are collected for both report and monitoring purposes.	The data seems to be reliable and accurate.

Quarters	1st Quarter		2nd Quarter		3rd Quarter		4th Quarter		
	YCCIP	YETP	YCCIP	YETP	YCCIP	YETP	YCCIP	YETP	
Characteristics									
Total clients (9-30-78)			243	14,031	382	14,698	438	15,087	
Male			171	5471	248	5439	321	5936	
Female			72	8560	134	9259	117	9871	
Under 18 yrs.			141	9962	118	10,698	137	11,332	
White			65	2525	61	1322	86	181	
Non-white			178	11,506	321	13,376	352	14,906	
Econ. Disadvantaged			183	11,786	297	12,581	391	13,976	
H.S. Dropout			71	1122	96	1321	131	1586	
H.S. Graduate			97	1543	121	1701	124	162	
H.S. Students			75	11,366	165	11,676	183	13,339	
Unemployed			49	3280	61	4177	108	3963	
Underemployed			42	900	59	821	73	778	
Other			152	9851	262	9700	257	10,346	
Veteran			17	10	12	18	12	15	
Ex-offender			75	137	109	177	121	262	
AFDC/PA			75	3367	89	3711	3603	4002	
Handicapped			12	28					
Drug Offender			----	----	----	----	----	----	
Other			----	----	----	----	----	----	

	Classroom Training	OJT	Work Experience	Vocational Explor. (Pvt. Sec.)	Career Awareness	Other uses of occupat. info.	Other		Classroom Training	OJT	Work Experience	Vocational Explor. (Pvt. Sec.)	Career Awareness	Other uses of occup. info.	Other	
1st Quarter YCCIP			NO ACTIVITY													
YETP																
2nd Quarter YCCIP	----		200		15	28					$138,691		29,011	152,712		320,364
YETP	825		12,577	100		29		$1,290,019			1,298,088			60,784		2,628,891
3rd Quarter YCCIP			256		50	76		$392,621			251,299		82,591	113,621		840,132
YETP	903		13,784		11	0					1,508,611		38,619			1,547,230
4th Quarter YCCIP			438								256,291					256,291
YETP	801		14,209		76			$1,199,280			2,692,129			138,931		4,030,340
																9,623,248

NCEP YOUTH EVALUATION PROJECT

THIRD INTERIM REPORT

REGION X

Bonnie Snedeker
Osoro and Associates
November 25, 1978

Introduction

The report that follows is a descriptive assessment of the implementation, operation, and implications of new youth programs being conducted under YEDPA by four prime sponsors in Region X. The prime sponsors participating in this study are: Kitsap County, Washington, Lane County, Oregon, The City of Portland, and Oregon Balance of State. The research focuses on prime sponsor YETP and YCCIP program activities. This report is the third in a series of interim research reports prepared for the National Council on Employment Policy's Youth Evaluation Project. The Labor Department funded project will culminate in a final series of comprehensive case study reports based on research findings in identified sites in each region.

The first interim report, completed in January, 1978, covered program planning and the early implementation of youth programs. The second interim report penetrated further into the implementation period and discussed prime sponsor responses to the ten principles outlined for YEDPA activities in the Youth Planning Charter. This report reviews program experience in fiscal year 1978, analyzes performance, and describes FY 1979 planning processes and changes in youth programming.

The focus for the third reporting phase was on performance, management, and planning issues. The examination and analysis of these issues requires a broad view of program operations and decision-making processes; consequently, input was solicited largely from prime sponsor staffs--administrators, planners, analysts, managers, and information and assessment specialists. Input from services delivery staff and participants was not emphasized in this reporting phase. However, it is anticipated that service delivery and participant-related issues will receive a more detailed treatment in the fourth and final phase of the research.

The report is based on information collected on-site, interviews with program staffs, analyses of planning documents and program materials, and statistical data prepared by prime sponsors in conjunction with DOL reporting requirements. Except for quotations as noted, the opinions and observations contained in the report are those of the author. I appreciated the help provided by the following people, who coordinated on-site schedules and served as principal contacts during this phase of the research:

Kitsap County: Jim Frazier
Lane County: Lee Beyers
Portland: Melinda McDonald
Oregon: Tim Gallagher

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Note: At the time that this report was written, YETP/YCCIP year end reports to the Labor Department from Oregon Balance of State were not yet available. Quantative data on participant characteristics, service mix, and expenditures for the BOS were delayed by problems in the management information and reporting system. Consequently, I was unable to incorporate statistical data for Oregon BOS into the tables in the appendix of this report. I was also unable to arrange visits to any local sub-grantees in Oregon. As a result, I was reliant almost entirely on overview and descriptive information supplied by youth staff in the Oregon Manpower Planning Division for an assessment of BOS activities. More complete data should be available soon, and I anticipate being able to provide a more complete treatment of Oregon BOS programs in the fourth reporting phase.

A. REVIEW OF FY 1978 EXPERIENCE

Targetting

A major issue of national concern is the targetting of YEDPA resources on economically disadvantaged youth. FY 1978 data show that the prime sponsors studied in Region X were successful in their efforts to target services on low income youth populations. (See Tables 1 and 2 in the appendix to this report.) About 90 percent of the participants enrolled in prime sponsor YETP program in Kitsap County, Lane County, and Portland came from families with incomes below 70 percent of the lower family income standard. The percentage of YETP participants from families with incomes 70 to 85 percent LFI varied slightly from 8.7 percent (Portland) to 12 percent (Kitsap County). Only one of the sponsors made use of the flexibility afforded by the Act to enroll youths from families above 85 percent LFI. In conjunction with the knowledge development activities of the Oregon Manpower Planning Division, about 10 percent of the balance of state YETP participants were from non-income eligible families.

Economic targetting was a lesser concern under YCCIP, and prime sponsor data show more variation in YCCIP enrollment mixes. In Kitsap County, 100 percent of Fy 1978 YCCIP participants were economically disadvantaged. In Lane County, only 46 percent of the YCCIP participants came from families below 70 percent LFI; 41 percent came from families at 70 to 85 percent LFI, and 13 percent of Lane County's YCCIP participants were from homes where annual income exceeded 85 percent of the lower family income standard. Overall, about 70 percent of the youths enrolled in the prime sponsors' YCCIP programs were from economically disadvantaged households.

Each of the sponsors has been involved with CETA from its advent in 1973, and prime sponsor staffs have a good understanding of the importance of economic criteria in the targetting of services and selection of CETA participants. Although specific criteria vary somewhat by title and program, an emphasis on economic disadvantagement is the general bottom-line for employment and training strategies under CETA. This committment to those at the lowest end of the income scale is preserved for the most part under YEDPA. However, there is some evidence that the validity of economic criteria as the major determinant of participation in youth programs is increasingly being questioned. The increase in resources available for youth services, the development and expansion of linkages with local education agencies, and the emphasis on drop-out prevention and substantial career development rather than on simple income maintenance all seem to increase pressures to broaden eligibility requirements for youth employment and training services. In general, the view that factors other than family income should be an important consideration in determining the need and potential value of program services for prospective youth participants is most widely expressed in prime sponsorships where youth systems have been maintained separately and somewhat autonomously from adult serving systems.

Beyond the mandatory emphasis on economic criteria, there are a number of factors that influence the mix and characteristics of YEDPA participants in local prime sponsor programs. During the planning process, numerical goals are set for enrollment of special sub-populations or significant segments. Significant segment objectives may reflect concious goals advocated by advisory councils or other policy makers and transmitted to operators as a basis for actively prioritizing enrollments, or they may represent a formalized "best guess" of what the mix of participants is likely to be, based on demographic statistics and past program experience. The mix of participants in relationship to school status, age distribution, residency patterns, and other characteristics is also influenced heavily by situational factors such as patterns of demand and response among eligible populations, types of services and delivery mechanism available, historical local program emphases, and location of intake facilities.

The significant segments most frequently named by prime sponsors studied in Region X were: offenders, handicapped, and minorities. For the most part, prime sponsors had little difficulty achieving enrollment objectives for significant segments. Actual enrollment of 150 percent or more of planned levels for significant segments were not unusual. (See Table 9.) But there is some evidence that "over-performance" in this area was largely a result of setting rather modest goals in the plan. For example, in Oregon Balance of State, MPD designates significant segments but allows each sub-grantee to determine its own numerical objectives. Some sub-grantees set enrollment objectives for minorities, handicapped, and offenders that are based on the incidence of these characteristics among the general population rather than seeking to establish stronger affirmative action goals on behalf of these groups.

In general, significant segment objectives appear to represent a formal acknowledgement by prime sponsors of the existence among eligible youth populations of sub-groups with particularly severe barriers to employment. The numerical objectives tend to heighten the consciousness of service staffs and give those who fit within the segments some advantage in enrollment consideration. But significant segment objectives are generally not linked to specific recruitment tactics or specially developed service strategies. There are, however, exceptions, such as the paired work and training project for trainable mentally retarded youth in Lane County, and a specialized service component for offenders that is also operated by Lane County.

FY 1978 data shows that the four prime sponsors did a good job of reaching youthful offenders. Lane County had an outstanding record in this area with 28 percent of its YETP participants fitting into the ex-offender category. This performance reflects a historical emphasis on "high risk" youth populations and well established linkages with juvenile correction agencies in Lane County. In Kitsap County, 11 percent of the YETP participants were offenders, and 21 percent (4 youths) of the small YCCIP population came from this group. About 14 percent of both the YETP and YCCIP participants in Portland were offenders.

Handicapped youths constituted a smaller percentage of of YEDPA participants. Between 4 and 8 percent of the YETP enrollments in the four prime sponsor areas was accounted for by handicapped participants. Veterans were not a major target group for YEDPA services. Only one sponsor (Portland) designated veterans as a significant segment. Less than .5 percent of YETP participants were veterans, and there were no veteran enrollments reported for YCCIP. None of the sponsors studied gave AFDC recipients significant segment status, but the record of service to this group was good. Participants from families receiving AFDC or other public assistance accounted for 21 percent of the YETP population in Kitsap County, 25 percent in Lane County, and 34 percent in Portland. AFDC enrollments in YCCIP projects averaged over 30 percent.

The most typical YETP participant was a white, female high school student between 17 and 18 years old. All prime sponsors showed higher enrollment percentages for females (about 60 percent as compared to 40 percent for males), but there were more variations in other characteristics. These variations correspond to differences in local programming approach.

The majority (57 percent) of Portland's YETP participants were under 18 years of age. About half were high school students; the remainder was split almost evenly between high school drop-outs and high school graduates. Portland's participant mix is reflective of a CETA system with a pre-YEDPA history of support for youth activities, strong linkages with the public schools, and established delivery capabilities for serving both in-school and out-of-school youth. Porland's enrollment of minorities (42 percent of YETP participants were non-white) far exceeds that of the other three sponsors. Performance in this area reflects both the urban character of the program and a definite commitment to affirmative action.

The Kitsap County YETP program tended to serve an older, slightly better educated population. Only 27.5 percent of Kitsap's YETP participants were under 18 years old, and 52 percent were high school graduates. The Kitsap YETP program was largely an out-of-school effort; however, 27 percent of the YETP grant was used to augment a (YCCIP-funded) in-school pilot. High school students accounted for 24 percent of the YETP enrollment, and another 24 percent were high school drop-outs. Kitsap's record of minority enrollment (20 percent of YETP participants were non-white) seems quite good considering the demographics of the area and the small size of the program.

Lane County's youth program emphasis has tended to be on the higher-risk low income population. The Lane County YETP program had a high rate of service to high school drop-outs (29 percent of YETP enrollment). About half of the YETP participants were under 18 years old, and less than 12 percent were high school graduates. Nearly 38 percent of Lane County YETP participants were high school students, and this is the result of new linkages with local school districts instituted under YETP. Minorities accounted for only about 15 percent of Lane County's YETP participants. Minorities were not designated a significant segment, and the County's population is largely white.

Earlier FY 1978 data indicate that over half of the YETP participants in Oregon BOS areas were high school students. A substantial portion of the remaining YETP enrollments was from the high school drop-out population, and a lesser percentage was high school graduates. In the rural areas of the balance of state, there appears to be wide support for more flexibility in applying income criteria. A larger portion of YETP participants came from families with incomes between 70 and 85 percent LFI than was the case in the other areas studied.

The characteristics of the typical YCCIP participant were somewhat different than those of the YETP enrollee. The YCCIP participant was more likely to be male, under 18, and out of school. Close to half of the YCCIP participants encompassed by this study were high school drop-outs. All sponsors reported difficulty enrolling adequate numbers of females in YCCIP. This difficulty is understandable given the physical nature of most project jobs and the preponderance of males among the high school drop-out population, which was a major YCCIP target group. For the most part, prime sponsors targetted YCCIP efforts on out-of-school youths, although a number of high school students also were employed in project jobs. The major exception was Kitsap County, where YCCIP was designed and conducted as a pilot in-school program in FY 1978.

The majority of both YETP and YCCIP participants in the areas studied were reported as "unemployed" prior to enrollment. It is logical that 70 to 95 percent of the YCCIP positions would be filled by participants from the unemployed population; these were full time jobs made available largely to out-of-school youths. But there are indications of discrepancies in reporting the employment status of YETP participants. Prime sponsors are confused about the proper classification for high school students seeking part time work, and there is evidence that they use different criteria in classifying employment status for this group. For example, Lane County reported 38 percent of YETP enrollment as coming from the unemployed and 59 percent as "other", while Kitsap County listed 88 percent as unemployed and only 2 percent as "other".

Program Mix

There are a number of perspectives from which to examine the mix of employment and training services available to youth in FY 1978. Assessing the impact of YEDPA on the types and quality of youth services requires a multi-faceted approach. A first consideration is prime sponsor intent and understanding. How did prime sponsors interpret federal objectives for YEDPA activities? How were these objectives reconciled with local objectives and translated into program strategies? Then we must review actual experience. What services were offered in what proportions? How well did actual experience fit the plan? Statistical data showing enrollments by major activity and comparing actual levels to planned (see Tables 3 and 4) are helpful in analyzing program mix. But federal reporting categories are rigid and don't account for differences in prime sponsor interpretations and program formats. It is necessary to move beyond a quantative analysis and consider what those closest to programs at the prime sponsor level have to say about their experience with different activities and funding sources. What programs and what combinations of service are best fitted to participant needs and local prime sponsor objectives?

In general, prime sponsors welcomed YETP as an opportunity to expand and improve youth programming. There were no real conflicts between local approaches and federal intent and objectives for YETP. Although some of the features in the legislation (such as funding linkages with local education agencies, academic credit for work experience, provisions of transitional services, etc.) may have necessitated changes in programming, there was, for the most part, no philosophical conflict. Most of the YETP provisions were seen as steps in a positive direction for improving youth serving capabilities. The ability of prime sponsors to plan effectively for YETP activities was enhanced by their basic approval and support of program objectives, but planning effectiveness was hampered by other factors. Time was a major barrier. For those sponsors, like Kitsap County, Lane County, and several sub-grantees in Oregon BOS, who were forging new linkages with local school districts, time constraints seemed particularly severe. Beyond the development of LEA agreements, CETA staffs tended to focus on two major objectives during the FY 1978 YETP planning process: (1) the up-grading of work experience activities, and (2) the development of improved capabilities for providing job orientation, career planning, an d counseling services.

The projection of enrollment levels by activity for the FY 1978 YETP grant application was not a high priority activity. There was some confusion over DOL activity categories. What, for example, was the exact difference between work experience and career employment experience? Prime sponsor staffs considered past enrollment experience, newly planned projects and components, and desirable program directions, and then made "best guesses" to plug into the grant applications. Predicting the YCCIP enrollment mix was fairly easy. But YETP presented more difficulties.

and actual enrollment by activity often deviated substantially from planned levels.

Overall, career employment experience accounted for about 36 percent of total FY 1978 YETP enrollments among the prime sponsors studied. Individual prime sponsor enrollment levels in career employment experience varied from over 50 percent (of total YETP enrollment) in Oregon BOS to 22 percent in Kitsap County. These figures correspond roughly to the prime sponsor mix of in-school/out-of-school activity. Work experience for in-school youth (where academic credit is given) was generally categorized as career employment experience, while subsidized jobs for out-of-school youth (however upgraded and enriched with transitional services) often counted as work experience. Thus in Kitsap County, where the YETP focus was largely on out-of-school youth, work experience accounted for 65 percent of total YETP enrollment. In Lane County and Portland, work experience enrollments comprised respectively 28 percent and 19 percent of YETP enrollment totals. Together, career employment and work experience enrollments made up about 62 percent of total FY 1978 YETP enrollments among the prime sponsors studied.

Classroom training accounted for about 32 percent of total YETP enrollment among the prime sponsors studied. Classroom training received an especially strong emphasis in Portland, where 41 percent of the YETP participants were enrolled in this activity. Vocational training is the preferred service prescription for out-of-school participants in Portland. When I asked an area manager in Portland how well this emphasis "fit" with the service seeking strategies of youth, he said: "Sure, a lot of kids come in here looking for money and work. Some want jobs now. But when they really understand the system--what we can do for them and what alternatives are available--they usually choose some kind of training."

All of the sponsors were able to combine classroom training with work experience for some of their out-of-school YETP participants, and this activity coupling is reflected in the statistics. (Enrollments by program activity total more than 100 percent of actual enrollments.) In addition, there were substantial numbers of high school drop-outs involved in GED classes while enrolled in YETP work experience. These classroom training/work experience combinations often do not show up in program statistics because prime sponsors generally do not directly sponsor GED preparation activities or pay CETA participants for time spent in GED classes.

OJT accounted for only a small percentage of YETP enrollments. Each of the sponsors studied set rather modest goals for OJT enrollment, but only one came close to the planned level. The lagging performance in OJT is seen as a problem by prime sponsors as they each advocate increased activity in the private sector. In some cases, under-enrollment in OJT occured because staffs were so involved with larger program components and increased case loads that they had little time or energy to develop appropriate OJT positions. But there are other difficulties in successfully operationalizing OJT for youth participants. "How do you get a businessman to take an untrained kid on an OJT when he can get an adult just as easily from the CETA program?" one counselor asked me. An area manager in Portland said: "OJT is the hardest activity area for youth programs. Last year, we just didn't have that many kids who were ready for an OJT placement. And the few who were ready were almost too well-trained and prepared to justify OJT rather than regular unsubsidized placement." But he added: "Maybe we'll do better this year, because we have more kids with some program experience who will be ready for it."

Transitional services were provided to YETP participants in the study sites. But these services were usually delivered in conjunction with work experience or classroom training and were not reported on a seperate enrollment basis in FY 1978.

While YETP was seen as a program that would fit well with Title I activities and local youth program objectives, YCCIP was viewed by prime sponsors with more scepticism. The project approach required time and energy consuming front-end work and was not seen as offering any substantial contribution to youth programming. As one CETA administrator put it: "It was a hassle. For us, it meant jumping through a lot of hoops. Time was scarce but we had to go through the whole RFP number--even though no one was very excited about it and there was very little money involved in comparison to the rest of our youth program."

The response to prime sponsor requests for FY 1978 YCCIP project proposals was not overwhelming. Some innovative projects, like the Roseburg solar heating project in Oregon BOS or the Kitsap County fisheries project, were proposed and funded. But prime sponsor staffs generally had little time to work on project proposals and ended up accepting the best of what bidders offered--though in many cases they were far from satisfied. A Portland youth planner said: "Nobody here had time to work on the development of YCCIP projects. So we had to leave it up to the agency staff at the youth service centers. They weren't especially well-equipped to handle it, but we didn't have much choice."

Most of the YCCIP projects funded by the four prime sponsors involved physical labor and had tangible goals. The construction of bike trails and home weatherization activities were typical examples. Each of the prime sponsors placed planned YCCIP enrollments in the work experience category, but Portland also extablished numerical goals for simultaneous enrollment in classroom training. About 70 percent of Portland's YCCIP participants received some classroom training in addition to work experience. Kitsap County's YCCIP program differed from those of the other sponsors. Projects were designed to provide work-sites for in-school participants. YCCIP participants in Kitsap completed learning plans and received academic credit for skills gained in part-time project jobs. The Kitsap pilot in-school program, in which YCCIP played a major funding role, was judged to be a success.

But the prime sponsor was less than pleased with the lack of flexibility in the project mode: "The projects were not bad and most of the placements worked out okay. But is was hard to fit project jobs to participant needs. We need the flexibility to develop individualized positions; so this year we're funding the in-school program with YETP and Title I dollars."

When asked to comment on the differences between the various youth programs and to indicate which activities seemed to best fit participant needs, prime sponsor staffs expressed most favorable opinions of YETP/Title I capabilities. Youth services under Title I and YETP services were delivered on an integrated basis, and the only real difference between the two programs, as one operator observed, was that "we have a little more leeway in the economic eligibility criteria under YETP". The comments of a Lane County staff member summerize the prime sponsor view of the YETP/Title I program: "It's our most comprehensive and flexible alternative. We are able to provide counseling and support services on an individualized basis. We have no problem coupling vocational training or other classroom activities with job experience. Under Title I and YETP, we are able to help participants with longer range career goals rather than just giving them temporary jobs."

Most sponsors fund both in-school and out-of-school activities with YETP and Title I. In Portland, where a number of innovative projects have been established that combine classroom training with on-the-job experience and career planning, all contracts for special projects are written to combine both YETP and Title I funds. In this way, Portland is able to maximize use of the more flexible YETP enrollment criteria in all phases of the program. Staffs in Kitsap and Portland spoke favorably of in-school programs that combine work experience with educational services, career planning, and transitional services.

The SPEDY program is seen as being different from the major thrust of year-round program strategies, but its approach is generally considered to be complementary rather than in conflict with YETP/Title I. "SPEDY is a much larger program. We have a greater number and variety of jobs under SPEDY. But it's set up on a short term basis, so the jobs tend to be more labor-intensive and less training oriented," I was told by a Lane County program manager. A youth program analyst in Oregon's Manpower Planning Division said: "SPEDY has more limited goals, so it tends to be more minimal--like NYC. I would say that the work experience activity in SPEDY is less enriched than YETP." A Portland area manger thought that: "Some of the SPEDY-funded projects, like Career Exploration are really good. But for the most part, SPEDY activities are minimal."

The following opinions were expressed by prime sponsors about YCCIP programs:

> YCCIP is a lower priority. There are too many constraints, and it tends to operate apart from the rest of the youth

system. It's hard to hire good staff and provide needed services in a project format.
(Portland)

We have variable wage levels in YCCIP; so it is possible for youths to make more money in the project jobs. But there is less counseling, career development and other supportive services. It's more like PSE for kids.
(Lane County)

YCCIP works pretty well. The RFP process is kind of difficult, and it's a small program compared to YETP.
(Oregon BOS)

It's sometimes hard to fit participants into the project positions. And there are transportation problems. Being locked into project sites reduces our placement flexibility.
(Kitsap County)

I see YCCIP as a holding stage for out-of-school, out-of-work kids. It's really in conflict with our private sector and career development goals. The concept of career planning gets lost.
(Portland)

Planned vs. Actual Performance

Much of the deviation in the planned versus actual performance of FY 1978 YEDPA programs can be accounted for by a slower than anticipated start-up of prime sponsor YETP and YCCIP activities. Lagging enrollments tended to play havoc with prime sponsor performance in meeting planned levels of expenditures, positive terminations, and other objectives that are based on anticipated enrollments. But the enrollment lag, typically, proved to be a blessing in disguise when prime sponsors were notified during the fourth quarter that they should plan for 27 percent carry-out in YEDPA programs.

Lane County YETP and YCCIP enrollment didn't really get underway until April, 1978. The build-up, which was moving slowly any way, was deterred by a local freeze on Title I enrollments. Lane County staff members say they would have been in real trouble if DOL hadn't instituted the 27 percent carry-out requirement in June. As it was, they achieved only about 65 percent of planned YETP enrollment and were able to carry-out more than sufficient funds to support early FY 1979 YETP activities. Lane County had enough YCCIP dollars to re-fund two YCCIP projects in Fy 1979, but they were waiting for FY 1979 money to come down before funding new YCCIP projects.

Oregon BOS reported a slow program start-up through Spring of 1978. "We had finally reached 100 percent of planned enrollment levels when the word came down from DOL about the need for carry-out. It took all of July and August for us to slow things down. We actually would have spent out our grants if we hadn't put the damper on." Rather than make transfers to SPEDY, MPD suggested that sub-grantees freeze YETP enrollment. MPD also stopped its efforts to encourage the few sub-grantees whose enrollments were still lagging substantially behind plan. Oregon BOS ended with about 25 percent carry-out in YETP, and MPD was able to sign contracts for all FY 1979 activities except YCCIP projects. MPD staff reported that they had sufficient money to fund October activities but would be in trouble if the funding delay extended beyond 30 days.

Kitsap County experienced slight delays in FY 1978 start-up. But by the end of the second quarter, they were right on track with both YETP and YCCIP enrollments. By the first part fo Summer, they were prepared to spend out YEDPA money, and they experienced an "akward" two weeks after receiving notification from DOL about the carry-out requirement. They hadn't planned to transfer YETP or YCCIP participants to SPEDY, but they cut off YEDPA enrollment and transferred all who were eligible to the Summer program. As a result, they were able to carry-out almost exactly the recommended 27 percent. "We had a bit of a bad time over it, but it worked out well in the end", was the youth planner's comment.

Portland's start-up in both YETP and YCCIP was very slow. Enrollment delay was influenced by a number of factors. The new Career Research facility, planned to serve a substantial number of FY 1978 YETP participants, required extra time for operational planning. Its establishment was further delayed by the need to wait for the city ordinance process and to confirm final arrangements with the community college. By the time this project was ready to begin enrolling, SPEDY implementation was starting and things were chaotic at the area offices. Portland's out-of-school youth service approach requires a rather intensive infusion of time for new participants. Portland emphasizes individual planning, career research and exploration, and counseling for participants prior to enrollment in classroom training or other activities. But YETP implementation coincided with a freeze on hiring for CETA youth services. "It was almost impossible for us to handle new enrollments on a massive scale without any additional staff", an area manager told me. "Our counselors are all PSE participants. They're really good, but there aren't enough to handle the new increases. We knew that we were behind, but nobody wanted to short-change new participants." A good deal of area office staff time was also absorbed by efforts to implement the shift to career employment experience in the high schools. In addition to the staff freeze and extra work load, YETP and Title I enrollments also tended to suffer from the preoccupation and insecurity generated by an imminent reorganization of Portland's CETA programs. FY 1978 enrollments and expenditures were down for both Title I and YETP, so there was no problem meeting the 27 percent carry-out requirement.

Through under-spending, slower than planned enrollment build-up, enrollment freezes, inter-program transfers, or other means, all of the prime sponsors studied were able to meet, or come close to, the recommended 27 percent carry-out. Federal funding delays, consequently, did not interrupt FY 1979 start-up. Activities for the new year, with the exception of most YCCIP projects, were funded on schedule. Neverthe-less, prime sponsor and LEA staffs were concerned and rather alarmed by both the "last minute" reversal in DOL directives and the evidence of federal funding instability for youth programs.

It is difficult to analyze prime sponsor performance in meeting planned enrollment objectives for various YETP program activities. The degree of corespondence between actual and planned enrollment levels in major service components appears to be more dependent on the frequency and adroitness of prime sponsor modifications than on the degree of adherrance to original plans. In general, under-enrollments occured in all YETP activity categories but tended to be most severe in OJT. The striking exception was Kitsap County, where original enrollment objectives were exceeded for each program activity except transitional services. Lane County's weakest performance area was classroom training--only 32 percent of planned enrollment levels were achieved. Oregon was able to exceed most objectives by modifying the YETP plan to reduce enrollment goals by 20 percent in each activity area.

FY 1978 termination statistics were available for three of the prime sponsors. (See Tables 11 and 12.) Performance in this area is difficult to analyze and compare because planned termination levels were generally not adjusted in consideration of under enrollment. As might be expected, total YETP terminations were considerably below planned levels (as were total enrollments). However, positive termination rates were slightly lower than planned for YETP, while non-positive termination rates were considerably higher than anticipated. Consequently, YETP termination performance seems to be quite poor. The YCCIP picture is even worse. Positive termination rates for YCCIP tended to be well below those planned, and non-positive termination rates were considerably higher.

In regard to termination performance, Kitsap County was a notable exception. Total YETP terminations in Kitsap exceeded those planned by four percent. (Enrollments were 111 percent of plan). Positive enrollments were 121 percent of plan, and the majority of those who terminated entered unsubsidized employment. The non-positive termination rate for YETP was only 12 percent, which was 50 percent below the planned rate. Though fewer of Kitsap's YCCIP participants entered unsubsidized employment upon termination, YCCIP termination performance in Kitsap still far outshown that of other sponsors. Positive YCCIP terminations were 138 percent of plan, which reflects both over-enrollment in YCCIP and the unusual nature of Kitsap's program. All of the YCCIP participants were in-school youth, which meant an almost automatic positive termination for those who completed the program. Non-positive YCCIP terminations in Kitsap, however, were only 33 percent of the planned level. Only one YCCIP participant left the program on a non-positive basis.

Lane Count's termination record was more checkered. If allowances are made for substantial under-enrollment, the positive termination rate for YETP was close to plan. However, the majority of those positively terminated did not enter employment; they generally fit in the "completed program objectives" or "returned to school" categories. The non-positive termination rate for YETP was about 35 percent higher than planned in Lane County. Total terminations for YCCIP in Lane County exceeded the planned level by 13 percent. But positive terminations were less than 64 percent of the planned level. Only six of the 34 YCCIP participants terminated were reported as entering unsubsidized employment. No non-positive YCCIP terminations were planned in Lane County, but 15 non-positive terminations actually occured.

Total YETP terminations in Portland were less than 70 percent of the planned level, and this is largely accounted for by under-enrollment. The positive termination rate was slightly below the planned rate, but about 40 percent of those positively terminated entered unsubsidized employment. The non-positive termination rate for YETP exceeded the planned rate by nearly 40 percent. Total YCCIP terminations in Portland were only 61 percent of the planned level (once again reflecting under-enrollment). The positive termination rate for YCCIP was 20 percent below that planned; and only 4 participants, of a total 46 terminated from YCCIP entered unsibsidized employment. The non-positive termination rate for YCCIP was over 50 percent higher than the planned rate in Portland.

In anlyzing FY 1978 costs and outcomes statistics for the three prime sponsors, several important observations can be made. First, there is considerable variation among prime sponsors in the average costs of serving participants under the two YEDPA program formats. In general, the closer a sponsor came to reaching planned enrollment levels, the lower the cost per participant tended to be. Larger programs tend to be less costly on a per participant basis. Secondly, YCCIP appears to be a considerably more costly program approach than YETP. This is true in spite of the fact that fewer career development services are offered to YCCIP participants. Only 14 percent of all those terminated from YCCIP within the study sites were reported as entering unsubsidized jobs. This compares poorly to the 26 percent of YETP terminees who were able to secure jobs upon program completion; and yet, YCCIP dealt primarily with an out-of-school population for whom job placement was likely to be a more critical need. In-school participants are cheapest to serve because they only work part-time and educational services are provided by the schools. YCCIP participants generally work full-time and may receive higher wages. But statistics indicate that while YCCIP may be effective as an income transfer/maintenance effort, it is far from successful as a vehicle to help unemployed high school drop-outs and other youths make a successful transition to unsubsidized work. A further comparison of rudimentary cost indicators is of some interest.

Per participant costs for YETP ranged from $751 in Portland (which had the largest program) to $1,350 in Kitsap County (the smallest program effort). Costs per YCCIP participant were comparable in Portland and Kitsap County at $1,377 and $1,442 respectively. However the cost per YCCIP participant ~~were comparable~~ in Lane County was much higher at $2,290. In examining costs per positive termination, the divergence between YCCIP and YETP, and the divergence between Kitsap County (where positive termination rates were high) and other prime sponsors is more apparant. The cost per positive YETP termination in Kitsap County was $1,638; the costs per positive termination in Portland and Lane County were $2,015 and $2,220 respectively. These figures compare to YCCIP costs per positive termination as follows: $4,430 in Portland and $5,544 in Lane County. On the other hand, the cost per positive YCCIP termination in Kitsap County was only $1,522. (It should be noted that Kitsap's YCCIP program is not strictly comparable as it was an in-school effort.) In analyzing costs per placement (entering employment), the comparisons are rather staggering. In Kitsap County, the cost per YETP placement was a reasonable $2,670—compared to per placement costs of $9,791 and $5,170 in Lane County and Portland respectively. The cost per YCCIP placement was $6,850 in Kitsap County, compared to the rather astounding $17,556 and $25,474 costs per YCCIP placement in Lane County and Portland respectively.

B. SPEDY: FY 1978 PROGRAM

A good deal of enthusiam was expressed for the efforts conducted by prime sponsors under SPEDY in the Summer of 1978. SPEDY has not tended to be the favorite program of CETA youth staffs; it is often criticized for being short term and too crisis oriented. However, this year many improvements were instituted, with apparently favorable results. The upgraded results were attributed to earlier planning starts and the expansion of capabilities and linkages that might be expected after a number of years of Summer program experience.

Performance statistics validate the favorable evaluations given to the SPEDY program by CETA youth staffs. (See Tables 14 and 15.) Prime sponsors were able to exceed planned SPEDY objectives in most cases. Positive termination rates were high (most terminees are not expected to achieve job placement upon completion), and non-positive terminations were generally below planned levels. Prime sponsor performance in meeting enrollment objectives for significant segments (minorities, offenders, and handicapped) was very good.

Kitsap Youth Planner, Jim Frazier, said: "SPEDY was dynamite this year! We tried to gear it more toward training objectives. We set maximums of 10 to encourage fewer participants at each job site. We used training plans for SPEDY participants. CAP counselors used the plans in monitoring, and 15 were approved by high schools for academic credit. Lots of occupational information was provided. We sponsored career awareness classes at the community college and other special activities. The youth council was even able to get out and monitor work sites."

Lane County also reported "the most successful SPEDY program to date". "We served more youth than planned, were able to do more rural outreach, and had a greater diversity of projects and jobs than ever before. We also had a strong 'special needs' component and were able to serve handicapped kids on the buddy system in specially developed work sites. We were able to tap into some community development funds. Each year we have a special project to prepare a publication on some phase of Lane County heritage. This year's effort was particularly good."

Portland's former SPEDY manager said: "We started getting ready early this year and had more planning time than ever before. There were more projects and more agencies involved than in previous years. We did a certain amount of experimentation. Some things worked out, and some didn't."

The youth analyst at Oregon's Manpower Planning Division expressed a more qualified approval of SPEDY: "For the most part, SPEDY is handled by the same operators in the sub-grantee areas. The process is not highly innovative; but it goes smoothly, and

SPEDY does provide more flexibility and options for youth services."

Prime sponsor staffs had a number of different views on the linkages between SPEDY and year-round program efforts and the value of their mutual effects: "Being able to transfer YETP and YCCIP participants to SPEDY saved our necks in Kitsap County. All our transfers were 'paper' only--everybody kept the same counselor, learning plan, and job. Year-round participants had access to special summer services like the employment fair and community college career awareness classes. We had to shut SPEDY down when we made the paper tansfers so we probably served fewer kids than we otherwise might have. But the tools we used to improve SPEDY came out of our year-round programs. The two programs interacted in a highly complementary way. SPEDY proved to be a great device for developing lists of low income youth that the schools can use in recruitment and eligibility screening for the year-round program."

In Lane County, no YCCIP participants were transferred to the SPEDY program. A number of YETP participants were transferred--not because there was any problem with carry-out, but because youth staff wanted to give them "first pick" of the SPEDY pool of over 800 jobs. Between 30 and 40 SPEDY transfers were made in order to give YETP training participants an opportunity to pick up some work experience. There were problems because SPEDY wages were lower, in some cases, than YETP, and the staff was not prepared to set up simultaneous enrollments. (In the past, participants had been terminated before transfer to other programs.) Youth staff members said that SPEDY had the "advantage" of operating on a basis somewhat independent of the rest of youth services, which through out the Summer were beset by the turmoils of reorganization. As the FY 1978 SPEDY Manager was brought back to the program to oversee YETP in-school activity, it is expected that the year-round program will benefit from the good publicity, new work-sites and expanded linkages developed during the Summer under SPEDY. Lane County schools were more involved in SPEDY this summer, which was a result of new linkages developed under YETP.

Several Portland area staff members felt that: "SPEDY was somewhat disruptive". A number of explanations followed. "There are massive administrative pressures under SPEDY. It comes into the area offices and tends to divert activity away from year-round goals. For example, we were delayed in operationalyzing our career research facility which meant that we came up against SPEDY enrollment. It's harder to recruit for a career development activity when 'free jobs' are floating around." "Our year-round program trys to educate youth in regard to the real world of work. SPEDY not is especially representative of reality."

C. PLANNING FOR FY 1979

Overview of the Planning Process

The deadlines for completing FY 1979 YETP/YCCIP grant applications were not really timed to promote substantial planning. Prime sponsor youth staffs were ~~often~~ busy with large scale SPEDY operations and were struggling to modify FY 1978 YEDPA grants and insure adequate carry-out. Most of the planners felt that there had not been enough experience with the new program (less than 4 months in some cases) to justify consideration of major policy or program changes. In addition, two of the prime sponsors, Portland and Lane County, were in the midst of substantial reorganizations of their entire CETA systems. Staff shortages, lack of mangerial capabilities, and the insecurities of an unknown future for youth systems mitigated against broad gauge consideration of YETP planning issues. Because of their relatively small size and rather rigid format, YCCIP projects were not a major policy concern; but they did take up a substantial amount of planning time, as they required a full scale RFP and proposal review process. The development of Job Corps agreements in FY 1979 was a new requirement that also took up considerable staff time.

Although none of the prime sponsors studied, except Kitsap, had the time or incentive to consider substantial program changes on the basis of policy input from advisory councils, local education agencies, or others; youth planners acknowledged that there was some planning advantage~~s~~ over the previous year. Planning input was solicited heavily from program managers and operators, who after months of YETP experience had a much better "feel" for operational indicators. Although, for the most part, only small changes and improvements were incorporated into the plan, youth planners had a much easier time developing realistic numerical objectives to plug into the grant application. Prime sponsors were all united in their concerns that YETP activity be training oriented and geared toward private sector placements. And changes, though minimal, were made with these goals in mind.

Lane County staff characterized FY 1979 efforts as "planning on the rush". Grant applications were not really considered until late July. Two newly created positions, Title II and III Manager, and Youth Planner, remained vacant through out the Summer. The employment and training advisory committee was being reorganized and there was no youth council. The YETP grant application was prepared rapidly on a crisis basis with limited outside input. Program objectives remained the same, and youth staff re-tooled last year's plan on the basis of several months of program experience. Both a staff review group and an ad hoc committee made up of previous ETAC members were established to review and select YCCIP proposals. Lane County reported a good response to their request for YCCIP proposals; eleven acceptable proposals were submitted.

Portland's YETP planning process relied heavily on input from area offices. In FY 1978, youth planners set numerical planning objectives after meeting with program operators. "These indicators represented a commitment to somewhat innovative directions in programming, but they did not prove to be highly realistic", was one planner's comment. In FY 1979, central office staff in Portland's Youth Services Office were determined to get realistic input for the grant application coupled with accountability from the area offices in fulfilling objectives. Area managers were responsible for completing their own PPS and BIS summaries. This was a new effort for the area offices. Central staff members prepared a manual to aid area managers in planning for FY 1979. In spite of some problems with accuracy in computing projections, the new procedure was considered a success in leading to a "good YETP plan that we can all live with". The advisory council was not heavily involved in YETP planning. Major employment and training concerns in Portland were focused outside the youth services area on ambitious plans to link CETA resources and programming strategies with new economic development initiatives.

The YCCIP planning process in Portland proved to be rather interesting. What started off as a routine RFP process turned into a breakthrough of sorts for the advocates of planning. It began when the review committee, selected from advisory council membership, didn't really like any of the five proposals submitted for YCCIP. "The idea weren't bad", said one reviewer, "But the proposals were poorly written and didn't address themselves to the issues of transition or substantial skill acquisition." With the support of the planning staff, the review committee rejected all of the proposals and reopened the RFP process. "This had never been done before. And the review committee got quite a kick out of it; it meant that their involvement was not just pro forma but really did make a difference", said the youth planner. It also meant trouble, because DOL had set a deadline date of August 21 for YCCIP grant applications. The new RFP deadline in Portland was August 31, but they went ahead anyway. Three of the original proposals were reworked, one was substantially altered, and a fifth bidder adopted a proposal for a waterfront restoration project that had previously been funded under Title I/YETP. The review committee was pleased with the new batch of proposals, and the Labor Department's regional office accepted the grant application late and was able to get it approved "just under the wire".

In Oregon BOS, sub-grantee agencies are responsible for completing their own YETP service plans. Youth staff at the Manpower Planning Division sent the "Part C's" out to the sub-grantees for their input into the BOS YETP grant application in mid-July, which was three weeks before MPD received its own planning materials from DOL. Sub-grantees complained, nonetheless about lack of time for planning. Planners claimed they did not realize that they would have to submit new plans. Since the program had been in operation less than 4 months in many areas, the staffs apparently expected that DOL would simply extend FY 1979 grants. MPD streamlined the process for YCCIP planning, and the state played a stronger role in integrating the RFP process.

In Kitsap County, youth planning issues received substantial attention. The logistics of completing the grant application were difficult. Staff members were busy with ambitious SPEDY operations, monitoring activities, and modifications. And there was some trouble getting a handle on changes in the grant application process. Job Corps agreements and the YCCIP RFP process were extra burdens. The crunch in Kitsap came in turning out the grant application; but policy development and real planning began long before the regulations and planning materials came down from the Labor Department. And this process progressed smoothly. After a partial year of experience, youth planning was easier to conduct. Education agencies and youth council members were fully briefed. Performance data were available, and good concensus was established for decision-making. The youth council was active in pushing for a stronger emphasis on private sector placement and clearer objectives for services to high school drop-outs. The council also used its power to reject a staff proposal to set up a 7001 component in the youth program.

LEA Linkages

Relationships between CETA programs and local education agencies continued to progress in positive directions. Although time and other constraints tended to mitigate against detailed input from school district personnel in FY 1979 planning, the schools were generally both better informed and more interested in youth program ~~efforts~~ issues than they had been in FY 1978. Major changes were not made in the size or scope of in-school program efforts, but roles were redefined to some extent and goals and strategies were better delineated. Slight increases in the level of resources apportioned to school based activities are anticipated for FY 1979 ~~within~~ the ~~areas~~ included in the study.

In Lane County, each participating school district develops its own YETP strategy and signs an individual financial agreement with the prime sponsor for YETP funding. The LEA funding level in Lane County remains 22 percent of the YETP grant, but more money will be available in FY 1979 because of the substantial carry-out. The schools were receptive to CETA goals and considered new programming ideas, but they got caught in the rushed planning cycle. School districts had only three weeks to develop their FY 1979 YETP contracts. Major changes were not possible, but some improvements are planned. Schools will be placing more emphasis on transitional services, including better career information, job seeking seminars, and community college classes. This year the CETA staff is assuming responsibility for enrollment and certification of in-school participants; the schools had a difficult time last year dealing with income criteria and enrollment mechanics.

Portland reports more CETA dollars going to Portland Public Schools in FY 1979 than ever before. The relationship between

CETA youth programs and the school district in Portland extends back before YEDPA enactment, and cooperative linkages have been firmly established. Portland Public Schools has played a major role in the development and operation of innovative projects like the successful Emergency Home Repair Project. This year, four new Title I/YETP funded projects are being operated by the school district. In accordance with the non-financial agreement between the City and Portland Public Schools, career development plans will be completed for all in-school participants. Youth staff attempted to involve each school more substantially in planning by asking work experience coordinators to work with budget projections rather than slot allocations. However, preoccupation with CETA reorganization issues and school district concerns over a "tax-freeze" proposition tended to put a damper on the development of new ideas. Further developments in LEA-linked programming were put off until next year.

Final figures are not yet available on the amount of CETA funds allocated to LEA activities in Oregon BOS, but it appears that as much as 50 percent of YETP funds will be used to support in-school programs. The climate for new program initiatives was negatively affected by educational budget uncertainties related to Oregon's Proposition six. One Intermediate School District in Coos Bay was so alarmed by possible reductions in state funding that it chose to drop out of a career exploration program newly launched under YETP in FY 1978. Potential operators are limited in rural balance of state areas. The sub-grantee contracted FY 1979 YETP funds with a local community action agency and shifted its whole youth program strategy from the in-school pilot to an out-of-school effort.

Kitsap County staff met with school district counselors at the end of the 1977/1978 school year. School district personnel commented favorable on the quality of training and the efficient organization of the new in-school program. The prime sponsor considered increasing the size of the program, but chose not to because of logistical difficulties involved in covering a large geographic area encompassing six school districts with only one full-time coordinator. The vocational coordinator for the in-school program, stationed at the Peninsula Vocational skills center, was judged to be highly effective but definitely overworked. The non-financial agreement between the skills center and the Bremerton CAA was augmented with a small financial contract to provide for telephone and copying costs. A PSE worker was assigned to provide clerical support for the in-school program. Although the overall level of funding remains the same, a major shift was made in funding sources for the in-school program. Displeased with the inflexibility of project jobs, the prime sponsor decided to fund the pilot project out of YETP and Title I and to eliminate YCCIP funding in the in-school program. This will increase the program's ability to develop positions geared to individual participant needs. Goals for FY 1979 are to maintain the high standards for work-sites established in FY 1978, to develop quality training plans for each participant, and to build stronger ties between job activities and academic work for in-school participants.

One of the critical issues in developing LEA linkages appears to be the assignment of responsibilities within the school district. Prime sponsor staffs are united in their belief that regular school counselors are too weighed down with other demands to effectively assume major functional roles in CETA programs. The organization of operational roles is handled differently by each system. In small programs, like Kitsap County's, where there are only a few participants in each school, it's necessary to maintain coordinating staff outside the high schools. (Kitsap's coordinator is assigned to a multi-school district vocational educational facility, which seems to be a good arrangement.) In large systems, like Portland, work experience coordinators can be maintained in each high school. Portland Public Schools has also assigned broader coordinative responsibilities to a career specialist in each of three geographic areas of the City. Lane County is trying to focus school responsibilities on career education teachers rather than counselors. It is important that functional staff be associated with education agencies rather than CETA organizations if youth services are to have a meaningful impact on public school systems.

As educators and CETA prime sponsors look more closely at drop-out prevention, there seems to be an increase in pressures to focus services on a younger population. "We should be turning these kids on to work and career development when they're 13 or 14," said a Portland manager. "Then maybe they wouldn't drop out in the first place." Some sponsors, like Kitsap and Portland, attempt to address this situation by allocating some of their Title I dollars to services for younger students experiencing difficulty in school.

MPD staff in Oregon point out that the development of LEA linkages under YETP presents special problems for balance of state areas: "Our sub-grantees are working with over 200 school districts, and it's hard to get real working mechanisms in place. So far we're not really buying anything from the schools with YETP; we're offering them a useful service. Further progress must be based on cooperation and recognition of mutual objectives."

Changes in Programs; FY 1979

Dramatic changes in youth strategies are not planned for FY 1979 within the prime sponsor areas studied. The major focus of this year's effort will be to fully operationalize YETP programs, build more effective ties with the private sector, upgrade and enrich transitional services, and improve placement outcomes. Enrollment levels in YETP will be pushed up considerably; the sponsors plan to serve about 50 percent more youths in FY 1979 than the 1183 enrolled in YETP last year. YETP service mix is shifting slightly. (See Table 10.) While the number of planned enrollments in each activity has generally increased (in line with planned total enrollment increases), the proportional mix has been altered. Classroom training and transitional services will receive stronger emphasis in YETP, while work experience is being deemphasized. About the same percentage of total enrollment (35 percent) will be accounted for by career employment experience, but planned work experience enrollments account for only 17 percent of total projected YETP enrollments. (Last year 26 percent of YETP enrollment was in the work experience category.) YCCIP project enrollment will be expanded, and prime sponsors plan to work harder on training and transitional goals for YCCIP participants.

Lane County plans a modest increase in the number of YETP participants. Classroom training and OJT enrollments are expected to increase by about 40 percent. Transitional services will be emphasized in FY 1979. Lane County staff plans to deliver more and better career seminars and to improve the dissemination of vocational materials. For in-school efforts, there will be more emphasis on employability development planning and better curriculum planning.

These changes reflect a shift in Lane County youth strategy away from a predominantly social service intensive model toward a stronger employment and training oriented approach. The pangs of reorganization have been felt keenly within the youth program. Formerly, youth services were delivered through a separate bureau within the umbrella Department of Community Health and Social Services in Lane County. Youth program tended to be regarded as a social service effort. During the past year, the Youth Services Bureau was abolished, and youth services were united with PSE and Adult Training under a new CETA division. Title I and III responsibilities have been integrated under a new manager. Positions in the reorganized system are just being filled and the total implications for youth services of the reorganization are not yet completely clear. However, there has been a recent push toward shorter term, more placement oriented services and reductions in anciliary supportive services. Youth staff hope that they will be able to continue their emphasis on high risk populations like offenders. And they are hopeful that the cooperative linkages that have been established with a wide array of social service agencies can be fully utilized to fill supportive service needs that can no longer be met with CETA funds. The new Title I and III Manager, Lee Beyer, would like to expand and strengthen in-school programming.

The character of the YCCIP program in Lane County will be somewhat different this year. Last year minimum size limits were placed on YCCIP proposals, and projects tended to be large. This year YCCIP proposals were reviewed by an ad hoc committee made up of members from the council at large rather than the youth council. The review committee was concerned with supervision and set a maximum project size limit to insure the wider distribution of YCCIP resources and responsibilities. Projects will be considerably smaller this year. With fewer participants in a larger number of projects, the prime sponsor will not be able to fund supervisory positions for individual projects. "This means that YCCIP will be more like PSE for kids," said one Lane County staff member. "And we're not really sure how that will work out."

In Portland, the major goal for FY 1979 is to push enrollments up and move the youth system toward full operational capacity. YETP enrollment is expected to increase by about 64 percent, from 682 participants in FY 1978 to 1116 in FY 1979. Portland will continue to emphasize special projects, that operate under contract to the school district, community colleges, or non-profit organizations and provide an innovative mix of services. This year nine special projects have been funded under YETP/Title I including: Medical Careers, the Black Education Center, Emergency Home Repair, and the Career Research Facility. Classroom training and career employment experience will continue to account for the largest segment of program activities. Transitional services will be emphasized in FY 1979. Work experience will account for less than 10 percent of total YETP enrollment according to the plan. There will be a stronger emphasis on training and transition in YCCIP projects. Portland youth staff reported that the climate of reorganization is "too insecure to consider big priority changes in youth services, but we're definitely working to improve performance and the quality of services".

In addition to reorganization uncertainties, staff shortages in Portland may be a critical problem in the smooth operation of FY 1979 youth programs. Area office managers are committed to ambitious service goals but depend on PSE funding for staff support. Counseling case loads in area offices are already high, and additional staff is not being hired. The effective management of in-school components and YCCIP projects also depends on the capabilities of the area offices, as central youth staff managerial and monitoring capability is weak. Central administrative staff strongly supportive of Portland's youth efforts has largely left City employment, and only four positions are currently filled in the central youth office.

Prior to last summer, Youth Services comprised a separate division within Portland's Human Resources Bureau. CETA services for youth, juvenile diversion, and other city-funded youth activities were administered under the Youth Services Division, which enjoyed co-equal status with the Adult Employment and Training Division and the Seniors Division. The Bureau has now been reorganized into two major divisions: Social Services and Employment and Training. Youth services appear to be a low priority within the new Employment and Training Division. Key staff positions in the Division have been filled by personnel from the adult programs.

The major thrust of Division Director, Joe Gonzales, is to link CETA with new economic development efforts in Portland. This means industry specific (in some cases, corporation specific) training programs. It is unclear how CETA youth resources will be fitted into current Division strategies. There is a chance that the area office operations/management structure may be dismantled in January and youth services may be integrated with adult programs in a new delivery system. Gonzales believes that: "It will probably be necessary to preserve some kind of specialized outreach and intake capabilities for youth. But we also need a way to pull youth into the total system. ...We're working with the private sector, and that's where the future is for employment and training." In any case, Gonzales expects that close ties with Portland Public Schools will be maintained.

The major change in Kitsap County is that YCCIP is now an out-of-school program targetted on high school drop-outs. GED preparation and high completion will be stressed for project participants. The prime sponsor hopes to be able to secure academic credit for YCCIP participants who choose to return to public school. The YETP program in Kitsap includes both in-school and out-of-school components. The in-school program will continue to emphasize the development of individual learning plans, the attainment of academic credit, and the dissemination of career planning materials. Title I will be used to fund a number of career employment experience positions for younger in-school youths. Kitsap will be pushing harder for private sector placements. OJT enrollment will be increased by over 70 percent. More activity in classroom training is also anticipated. The Kitsap program also plans to make 10 direct placements in private sector jobs in FY 1979. Only about half as many work experience enrollments are expected in this year's YETP program.

Final figures on planned enrollments and service mix for Oregon BOS were not available for inclusion in this report. Youth staff in Oregon's Manpower Planning Division report that there will be a stronger emphasis on private sector transition objectives. "Our major termination objective is placement in unsubsidized employment", I was told by a MPD analyst. "Return to school is also acceptable as a termination outcome, but we've had too many 'completed program goals' terminations. We want the subgrantees to tighten up on that." MPD would also like to see a better balance between in-school and out-of-school programming in the balance of state. The present YETP program is weighted more heavily on services for high school students. "Unfortunately our service mix is based largely on the realities of local service delivery capability rather than on the mix of need", the analyst concluded.

D. MANAGEMENT, MONITORING, AND EVALUATION

Defining Management Objectives

In analyzing prime sponsor monitoring and assessment capabilities, it is helpful to begin with an examination of the processes by which management objectives are defined and transmitted to actors in the youth service systems. Grant applications for each program require a formal statement of prime sponsor objectives in the "Results and Benefits" section. Such statements, however, are of little practical use unless management goals are understood and supported by key staff and are translated into workable--if not measurable--operational objectives. CETA directors and planners seem to agree that the best way to insure commitment to managerial objectives is to involve operation staffs in the process of extablishing these objectives. Among the prime sponsor systems included in this study, there is considerable divergence in the extent to which management concerns are tied to specific operational objectives and backed up with meaningful monitoring capabilities. But in each case, key operators were heavily involved in the setting of objectives for their portions of program endeavor.

Lane County operates its own youth system--with the exception of in-school and YCCIP activities, which are contracted. Managers and service coordinators were the major source of input in defining objectives for FY 1979 grant applications. The Lane County youth program is in the process of making some shifts in approach and strategy. These shifts are related to the recent reorganization, and future directions depend on priorities that will be determined above the youth services level. The position of Director of the new Division of Employment and Training has only recently been filled. Communication within the youth services area has improved since the Title I/III manager came on, but management gaps at the top have created a climate of some insecurity. Staff member report that they have begun the process of incorporating measurable objectives into contracts for in-school activities, but they are still "just scraping the surface" in defining operational/managerial objectives for the system at large.

Sub-grantees in Oregon BOS are responsible for delineating their own objectives in individual plans that are integrated into the grant application for the balance of state. Youth staff at the Manpower Planning Divison does not have a routinized way of measuring sub-grantee performance against local management goals--other than the numerical objectives fed into the grant application.

Last year, under knowledge development, the Portland staff worked to develop clearer sets of objectives for each major portion of the youth program. Measurable objectives are specified in the contract for each special project funded under YETP/Title I.

Goals for YCCIP projects are also delineated formally, and each area office has its own set of quantifiable program objectives (based on DOL reporting requirements) that were developed in the YETP planning process. Informal communication within Portland's youth system is good. Area managers meet weekly with central youth staff. Local area managers are also responsible for overseeing the activities of the schools and of YCCIP operators in their areas and reporting back to the central staff.

Management intentions for youth programming in Portland have not been communicated clearly, however, from the top level of the Employment and Training Division to those in the youth service system. At this point in time, central youth staff and area office personnel all understand that training linked to economic development is the "top priority". But nobody knows what impact this new thrust will have on the mix of activities and delivery mechanisms that have been established for youth. There is a good deal of fear that management in the Division will decide to dismantle what has proved to be a pretty effective and flexible youth service system. In addition to uncertainty, the youth system also suffers from current gaps in central management capability. The accountability features built into contracts and operating plans are not backed up with adequate monitoring capacities at the central staff level.

Kitsap County's youth system is small, simply designed, and well coordinated with other CETA efforts. Apart from individual school and work-sites, only three major agencies are involved in the system: the prime sponsor, the Bremerton Community Action Agency, and the Peninsula Vocational Skills Center. Key staff in each agency work closely together. Management objectives are clearly understood and transmitted through the system. Because of proximity and scale, both progress and problems in the youth system tend to be highly visible to management. Performance goals in the sub-contracts derive from and are linked to program performance goals stated in the plan. Kitsap has a system for monitoring performance and goal attainment by major program area.

Data Collection and Reporting Systems

In assessing prime sponsor data collection and reporting for youth services, it is important to distinguish between the capabilities of existing management information systems and the extent to which these capabilities have been tapped for use in the management and assessment of youth programs. In general, management information systems are designed to fulfil DOL reporting requirements. This does not mean that they are not potentially useful for local management purposes; the detail and types of data captured by the systems are adequate for analyses that go beyond what is required by the Labor Department. However, relatively few prime sponsors have fully utilized potential information capabilities. The emphasis has been on tracking for compliance and DOL reporting purposes. The systems are not generally set up to feed current, managerially oriented information back into prime sponsor systems. This is particularly true in regard to YEDPA efforts. The programs are new and relatively little energy has gone into defining local information needs for youth program management or building special youth reporting and assessment capabilities into existing management information systems.

Accuracy in data collection and reporting seems to vary among the prime sponsors studied. Two of the sponsors do routine data checks on a periodic basis and they report that the level of agreement between original files and MIS tallies is generally high. Oregon BOS staff complained about a high error rate in the output of their automated information system, which necessitates bi-weekly telephone reporting by sub-grantees for comparison and back-up purposes. Participant data and cost data are usually tracked separately, and time lags in most prime sponsor fiscal systems make it difficult to relate the two. None of the prime sponsors studied figures unit costs for youth services or examines cost related performance indicators on a regular basis.

Three of the sponsors have at least partially automated management information systems. Kitsap County relies on a manually operated key sort system. "It's bulky but functional", I was told by a Kitsap planner. Prime sponsor staffs maintain that a well designed, fully automated system is a prerequisite for undertaking any sophisticated program evaluation, and they typically have a lot of complaints about the systems currently in operation. But they also admit that they have not yet really tapped existing MIS capabilities. "We get statistical reports from the MIS unit each month, but nobody really has time to analyze the data carefully or develop specific management strategies", was a typical comment from youth staffs.

Monitoring

Prime sponsor staffs engage in two basic kinds of monitoring activity: (1) desk monitoring, which typically involves a periodic examination of basic planned versus actual program statistics, and (2) on-site monitoring, in which staff member visit projects, work-sites, or other operations to observe and review activities, procedures, and records. There is a good deal of variation in monitoring practices and capabilities among the four sponsors. In general, formal youth program monitoring capabilities (other than contract compliance) are fairly weak. Prime sponsors tend to rely more on informal working relationships to keep abreast of current activities and problems in youth operations.

Kitsap County does a monthly review of performance statistics by broad program area. They are not able to analyze in great detail, but they do get a basic monthly check on performance in comparison to plan. A more complete analysis is made for each program on a quarterly basis. The prime sponsor youth staff maintains close contact with program operators, and key operations staff visit work sites and schools. Individual participant progress is tracked in relationship to learning objectives defined in individual plans.

Statistical reports summarizing performance versus plan measures are prepared manually by youth staff in Oregon's Manpower Planning Division on a monthly basis. In addition to basic DOL indicators, MPD tracks the incidence of academic credit awarded for work experience. Copies of the PVP analysis go to field representatives that oversee activities in the sub-grantee areas. Corrective action requests are generated, when needed, on a quarterly basis. MPD staff members say that on-sight monitoring of sub-grantee youth programs is done on a somewhat sporadic basis. "Sub-grantees have their own rudimentary PVP procedures. But we don't have any detailed handle on local monitoring activities", a MPD youth analyst told me. "We need to do more on-sight monitoring--to really examine programs and services. Most of what's done now is trouble-shooting or minimal compliance monitoring."

Lane County has an automated system that generates program statistics on a monthly basis. The monthly statistical reports are transmitted to program operators. Plan versus performance analysis is conducted only on a quarterly basis in sync with DOL requirements. "The system has the capacity to go considerably beyond DOL requirements", said the MIS specialist. "But we haven't really got on top of Title III needs. Our monthly Title I reports are much more useful because managerial indicators have been programmed into the format." On-site monitoring activities in Lane County are handled separately from MIS review functions. The position of youth analyst, in which primary monitoring responsibility is vested, is currently vacant. The YETP in-school coordinator previously managed the SPEDY program, and she plans to adapt and use monitoring tools that were employed successfully last Summer in SPEDY.

Portland's central youth office has one contract monitor. He is responsible for overseeing special projects, and he has also been involved heavily in program development and the provision of technical assistance to special project contractors. The current youth services manager feels that this multiple role presents conflict of interest problems and tends to weaken monitoring effectiveness. The central office is not able to provide regular monitoring for activities other than special projects. Over-taxed area managers must provide for any monitoring that is needed in regular in-school or out-of-school components. And most of the monitoring that gets done occurs on an informal basis in the course of fulfilling normal operational roles. Area manager meet weekly with central staff to discuss problems and plan corrective action strategies.

Desk monitoring at the central office level is almost nonexistant in Portland's youth system. Portland's MIS has been described as a "manually operated; automated system". After a rather unsuccessful stint of operation by an outside contractor, the MIS was pulled in-house by Director Gonzales; and reporting functions for all CETA programs were consolidated in a central MIS unit in the Employment and Training Division. The MIS seems to function with considerable difficulty; there have been frequent delays in meeting DOL reporting deadlines. None of the central youth staff reviews--or even sees--MIS reports on a regular basis. Any desk monitoring that gets done happens at the area office level, but area office staffs are so pressed that there is little time for computing or analyzing current program statistics on a regular basis.

Knowledge Development and Other Assessment

Each of the prime sponsors reported that last year's knowledge development activities yielded some experience of local value. But only in Kitsap, did knowledge development results entirely meet prime sponsor intentions and expectations. Experimental designs were especially hard to implement during the first YEDPA year and rarely came off as planned. Influenced by the language in DOL planning materials, prime sponsor knowledge development designs tended to be overly ambitious. Hopefully, flawed attempts at "scientific investigation" won't have the effect of permanantly dampening local interest in evaluation. But, for the time being, prime sponsors seem to approaching assessment with considerable caution.

Lane County attempted to apply an experimental design to assess the benefit of pairing economically disadvantaged youth with trainable mentally retarded youth in work and training settings. The special project was judged to be worthwhile, and learnings will be used for future program activities. But Lane County was not able to preserve a "clean" research design. Although the entire knowledge development effort is seen as quite seperate from broad evaluation or program concerns in Lane County, further positive developments in youth program assessment can be expected. Lane County has the best current MIS capabilities of the prime sponsors studied. They are working on monitoring and evaluation tools that can be used in the planning and mangement of youth services.

Kitsap's experiment with individual learning plans was highly successful. The plans are being upgraded, and their use has spread from the in-school pilot to other phases of youth programming. Kitsap staff would like to develop better follow-up capabilities for tracking participant outcomes. They are also interested in devising better ways to measure quality of training within program components.

Portland's attempt to develop an objective-based contracting and assessment capability has not been entirely successful. They did develop a standard (MBO type) format for stating quantifiable project objectives linked to process related performance indicators. But the effectiveness of the format was hindered by a lack of technical assistance and monitoring back-up. Because of staff limitations and other pressures, nobody in Portland was assigned responsibility for completing a year end narrative report for FY 1978. Further assessment developments in Portland will most likely have to wait for the resolution of reorganizational issues and the rehabilitation of the management information system.

Oregon BOS had considerable difficulty with their knowledge development design. In comparing programs enrolling non-income eligible youth to other programs, they were unable to control for variables like labor market conditions, participant characteristics, and service mix. They were forced to withdraw any intention of statistical validity and decided to attempt a more descriptive analysis of program performance. In FY 1979, MPD will compare credit awarding results of programs with school based counselors to those of programs without. This assessment project is seen as being more relevant to local objectives. Local sub-grantee fears of centralized evaluation strategies, the geographic spread and demographic diversity of the balance of state, and staff limitations make youth program assessment a difficult proposition for the Manpower Planning Division.

YCCIP ENROLLMENT BY PARTICIPANT CHARACTERISTIC
FY 1978 Cumulative

TABLE 2

SPONSOR / Characteristic	KITTSAP CO.		LANE CO.		PORTLAND		OREGON	
	#	%	#	%	#	%	#	%
TOTAL ENROLLMENT	19	100%	46	100%	74	100%		
SEX								
Male	15	79%	31	67%	44	59.5%		
Female	4	21%	15	33%	30	40.5%		
INCOME								
ECONOM. DISADV. (Below 70% LFI)	19	100%	21	46%	60	81.1%		
70-85% LFI			19	41%	5	6.8%		
ABOVE 85% LFI			6	13%	9	12.2%		
SCHOOL STATUS								
H.S. Drop-out	1	5%	15	33%	49	66.2%		
H.S. STUDENT	18	95%	7	15%	24	32.4%		
H.S. GRAD.	0	—	18	39%	1	1.4%		
LABOR FORCE STATUS								
Unemployed	16	84%	32	70%	70	94.6%		
Underemployed	1	5%	1	2%	0	—		
Other:	2	11%	13	28%	4	5.4%		
OTHER CHARACTERISTICS								
AFDC/Public Assis.	7	37%	7	15%	29	39.2%		
Offender	4	21%	6	13%	11	14.9%		
Handicapped	4	21%	—	—	1	1.4%		
Veteran	0	—	—	—	0	—		
RACE								
White	15	79%	42	91%	31	41.9%		
Non-White	4	21%	4	9%	43	58.1%		
Under 18 years	13	68%	16	35%	54	73%		

TABLE 3

YETP ENROLLMENT BY MAJOR PROGRAM ACTIVITY
FY 1978 CUMULATIVE

SPONSOR → PROGRAM ACTIVITY	KITSAP CO				LANE CO.				PORTLAND				OREGON, BOS			
	ACTUAL		PLAN	% PLAN	ACTUAL		PLAN	% PLAN	ACTUAL		PLAN	% PLAN	ACTUAL		PLAN	% PLAN
	#	%*			#	%*			#	%*			#	%*		
TOTAL ACTIVITY	91	100%	82	111%	410	100%	630	65%	682	100%	915	75%				
CAREER EMPLOY. EXPERIENCE	20	22%	16	125%	135	31%	135	100%	270	39.6%	350	77%				
TRANSITION SERV.	0	–	16	0%	11	3%	23	48%	0	–	50	0				
CLASSROOM TRAINING	8	9%	4	200%	84	21%	265	32%	279	41%	300	93%				
OJT	7	8%	5	140%	20	5%	40	50%	25	4%	40	63%				
WORK EXPERIENCE	59	65%	54	109%	115	28%	167	69%	129	11.9%	175	74%				

* Refers to percentage of Total enrollment

YCCIP ENROLLMENTS & MAJOR PROGRAM ACTIVITY TABLE''
FY 1978 CUMULATIVE

SPONSOR → / PROGRAM ACTIVITY	KITSAP CO.			LANE CO.			PORTLAND			OREGON, BOS		
	ACTUAL	PLAN	% OF PLAN	ACTUAL	PLAN	% OF PLAN	ACTUAL	PLAN	% OF PLAN	ACTUAL	PLAN	% OF PLAN
TOTAL ACTIVITY	19	16	119%	46	30	153%	74	76	97%			
WORK EXPERIENCE	19	16	119%	46	30	153%	74	76	97%			
CAREER EMPLOY EXPERIENCE	0	–		–	–							
CLASSRM TRNG.	0	–		–	–		53	76	70%			
OJT	–	–		–	–							
TRANSITIONAL SERVICES	–	–		–	–							

TABLE 5

YETP EXPENDITURE BY PROGRAM ACTIVITY
PLAN VS ACTUAL FY 1978

Sponsor → / ACTIVITY	KITSAP CO.			LANE CO.			PORTLAND			OREGON, BOS		
	Plan	Actual	% Plan	Plan	Actual	% Plan	Plan	Actual	% Plan	Plan	Actual	% Plan
Career Emp. Ex	41,486.	0	0	106,400	155,689	146%	173,268	188,428	109%			
Trans Ser	—	—	—	860	1,211	140%	1,616	0	0			
Classrm Trg.	20,473	9,804	48%	40,961	28,606	70%	267,834	223,936	84%			
OJT	5,451	3,436	63%	10,787	11,343	105%	86,834	21,893	25%			
Work Ex.	54,557	91,409	168%	200,390	183,418	92%	51,381	77,621	151%			
Serv. to Part.	24,744	18,206	74%	2,450	1,587	65%	97,447	—	—			
TOTAL	146,711	122,858	84%	361,847	381,854	105%	678,580	511,878	75%			

YCCIP EXPENDITURE BY PROGRAM ACTIVITY
PLAN VS ACTUAL FY 1978

TABLE 6

Sponsor → / ACTIVITY	KITSAP CO.			LANE CO.			PORTLAND			OREGON, BOS		
	Plan	Actual	% Plan	Plan	Actual	% Plan	Plan	Actual	% Plan	Plan	Actual	% Plan
Career Emp. Ex				—	—							
Trans. Ser				—	—							
Classrm Trg.				—	—		29,200	33,850	116%			
OJT				—	—							
Work Ex.	30,936	18,019	58%	84,929	92,749	109%	112,408	68,047	61%			
Serv. to Part.	7,901	9,383	119%	11,725	12,588	107%	17,324	—	0%			
TOTAL	38,837	27,402	71%	96,654	105,337	109%	158,572	101,897	64%			

TABLE 7

DOLLAR ALLOCATION BY PROGRA ACTIVITY
YETP/YCCIP FY 1978 CUMULATIVE

SPONSOR → / ACTIVITY	KITSAP CO.				LANE CO.				PORTLAND				OREGON			
	YETP		YCCIP		YETP		YCCIP		YETP		YCCIP		YETP		YCCIP	
	$	%	$	%	$	%	$	%	$	%	$	%	$	%	$	%
CAREER EMP. EX	0	—	0	–	155,689	41%	0	—	188,428	36.8%	–	–				
TRANSIT. SER	0	—	0	–	1,211	.3%	0	-	—		–	-				
CLASSRM TRNG.	9,805	8%	0	–	28,606	7.49%	0	-	223,936	43.7%	33,850	33.2%				
OJT	3,437	3%	0	–	11,343	3%	0	–	21,893	4.3%	–	-				
WORK EXPERIENCE	91,410	74%	18,019	66%	183,418	48%	92,749	88%	77,621	15.2%	68,047	66.8%				
SERV. TO PART.	18,207	15%	9,383	34%	1,587	.4%	12,588	12%	—	—	–	–				
TOTAL	122,858	100%	27,402	100%	381,854	100%	105,337	100%	511,878	100%	101,897	100%				

PLANNED DOLLAR ACLOCATION BY PROGRAM ACTIVITY
YETP/YCCIP FY 1979

TABLE 8

SPONSOR → / ACTIVITY	KITSAP CO.				LANE CO.				PORTLAND				OREGON			
	YETP		YCCIP		YETP		YCCIP		YETP		YCCIP		YETP		YCCIP	
	$	%	$	%	$	%	$	%	$	%	$	%	$	%	$	%
Career Employ. EX.	46,341	24%	0	—	163,660	21%	0	–	159,199	13.7%	—					
Transit. Ser.	0	—	0	–	6,819	.9%	0	–	423	–	—					
CLASSRM TRNG.	32,309	17%	0	—	126,930	16.4%	0	–	569,381	49%	—					
OJT	26,997	14%	0	—	50,771	6.6%	0	–	107,390	9.2%	–					
WORK EXPERIENCE	60,964	32%	36,188	100%	416,449	53.7			101,274	8.7%	178,558	69%				
SER. TO PARTI.	24,836	13%	–	--	10,275	1.3%			224,732	19.5%	82,108	31.5%				
TOTAL	191,446	100%	36,188	100%	774,904	100%	163,244	100%	1,164,399	100%	260,666.	100%				

TABLE 9

YEDPA SERVICE TO SIGNIFICANT SEGMENTS
PLAN VS. ACTUAL ENROLLMENT FY 1978

SPONSOR → / SIGNIFI. SEGMENT	KITSAP CO.						LANE CO.						PORTLAND						OREGON BOS					
	YETP			YCCIP			YETP			YCCIP			YETP			YCCIP			YETP			YCCIP		
	PLAN	ACTUAL	% PLAN	PLAN	ACTUAL	% PLAN	PLAN	ACTUAL	% P	P	A	% P	P	A	% P	P	A	% P	P	A	% P	P	A	% P
OFFENDERS	8	10	125%	1	3	300%	75	115	153%				105	94	90%									
HANDICAPPED	4	7	175%	1	4	400%	9	17	189%															
MINORITIES	10	24	240%	3	4	133%							360	287	80%	48	41	85%						
OTHER:																								
women	37	44	119%	5	4	80%																		
VETerans													5	3	60%	5	0	0%						

TABLE 10

YETP ENROLLMENTS BY PROGRAM ACTIVITY
COMPARISON OF SERVICE MIX FY 1978 (ACTUAL) TO FY 1979 (PLANNED)

SPONSOR → PROGRAM ACTIVITY	KITSAP CO.				LANE CO.				PORTLAND				OREGON, BOS			
	FY 1978 ACTUAL		FY 1979 PLAN		FY 1978 ACTUAL		FY 1979 PLAN		FY 1978 ACTUAL		FY 1979 PLAN		FY 1978 ACTUAL		FY 1979 PLAN	
	#	% TOTAL	#	%	#	%	#	%	#	%	#	%	#	%	#	%
TOTAL ACTIVITIES enrollment	91	100%	71	100	410	100%	487	100%	682	100%	1116	100%				
CAREER EMPLOY. EXPERIENCE	20	22%	21	30%	135	31%	150	31%	270	40%	416	37%				
TRANSITION SERVICES	0	—	0	—	11	3%	50	10%	0	—	100	9%				
CLASSROOM TRAINING	8	8.7%	8	11%	84	21%	120	25%	279	41%	439	39%				
OJT	7	7.7%	12	17%	20	5%	28	6%	25	4%	45	4%				
WORK EXPERIENCE	59	65%	30	42%	115	28%	139	29%	129	19%	116	10%				

TABLE 11

YETP TERMINATIONS / PLAN VS. PERFORMANCE 1978

SPONSOR / TERMIN. TYPE	KITSAP CO.			LANE CO.			PORTLAND			OREGON BOS		
	PLAN	ACTUAL	%P	PLAN	ACTUAL	% P	Plan	Actual	%P	Plan	Actual	% P
TOTAL TERMIN.	82	85	104%	630	251	40%	551	382	69			
TOTAL POSITIVE	62	75	121%	465	172	37%	434	254	59%			
ENTERED EMPLOY	33	46	139%	265	39	15%	119	99	83%			
OTHER POSIT	29	29	100%	260	133	51%	315	155	49%			
NON-POSITIVE	20	10	50%	105	79	75%	117	128	109%			

TABLE 12

YCCIP TERMINATIONS / PLAN VS ACTUAL PERFORMANCE FY 1978

SPONSOR / TERM. TYPE	KITSAP CO.			LANE CO.			PORTLAND			OREGON, BOS		
	PLAN	Actual	% P	PLAN	Actual	% P	Plan	Actual	% P	Plan	Actual	%P
TOTAL TERMIN.	16	19	119%	30	34	113%	76	46	61%			
TOTAL POSITIVES	13	18	138%	30	19	63.3%	56	23	41.1%			
ENTER EMPLOY:	5	4	80%	20	6	30%	4	4	100%			
OTHER POS.	8	14	175%	10	13	130%	52	19	37%			
NON-POSITIVE	3	1	33%	0	15	–	20	23	115%			

TAB # 13

"COST-PER" INDICATOR-
YETP/YCCIP BASED ON FY 1978 DATA

SPONSOR → / Indicator	KITSAP		LANE CO.		PORTLAND		OREGON, BOS	
	YETP	YCCIP	YETP	YCCIP	YETP	YCCIP	YETP	YCCIP
1. COST PER PARTICIPANT	$1,350.	$1,442.	$ 931.35	2,290.00	$751.	$1,377.		
2. COST PER POSITIVE TERMINAT.	$1,638	$ 1,522	$2,220.08	5,544.00	$ 2,015.	$ 4,430.		
3. COST PER PLACEMENT (EMPLOYMENT)	$2,670	$6,850.00	$ 9,791.13	17,55600	$5,170.	$25,474.		

TABLE 14

SPEDY – FY 1978
Participant characteristics

Sponsor → Characteristic	KITSAP CO. #	KITSAP CO. %	LANE CO. #	LANE CO. %	PORTLAND #	PORTLAND %	OREGON, BOS #	OREGON, BOS %
TOTAL ENROLLMENT	266	100%	902	100%	1978	100%		
SEX:								
male	135	50.8	443	49.1	972	49.1%		
Female:	131	49.2	459	50.8	1006	50.9%		
AGE:								
14-15	47	17.7	711 (18 & under)	78.8%	1090	55.1%		
16-17	128	48			658	33.3%		
18-19	71	26.7	191 (19-21)	21.2%	151	7.6%		
20-21	20	7.5			79	4 %		
EDUCATION								
H.S. STUDENT	192	72%	693	76.8%	1729	87.4%		
H.S. DROPOUT	25	9.4			80	4 %		
H.S. COMPLETOR	49	18.4	209	23.2	169	8.5%		
INCOME								
ECONOM. DISADVAN.	266	100%	902	100	1978	100%		
AFDC/AID ASSIS.	124	46.6	53	5.9%	853	43%		
ETHNIC GRP:								
white	204	76.7	783	86.9	835	42.2%		
Black	17	6.4	29	3.2	930	47 %		
American Indian	13	4.9	43.	4.8	51	2.6%		
Other	32	12	47	5.2	162	8.2%		
SEGMENT:								
Offender	31	11.6	132	14.7	152	7.7%		
Handicapped	24	9.	30	3.3	56	2.8%		
Vet	2	.8	7	.8	0	—		
LABOR FORCE STATUS								
Unemployed	250	94	269	29.8	1933	97.7%		
Underemployed	13	4.9	25	2.8	12	.6%		
other	1	.4	608	67.4	33	1.7%		

SPEDY FY 1978
Plan vs. Actual Performance

TABLE 15

SPONSOR	KITSAP CO.			LANE CO.			PORTLAND			OREGON BOS		
	Actual	Plan	% plan	Actual	Plan	% Plan	Actual	Plan	% Plan	Actual	Plan	% Plan
TOTAL ENROLLMENT	266	279	95%	902	780	116	1692					
Work experience	255			902	780	116	1878					
CLASSRM TRNG.	37						182					
OJT												
Other classrm ex:							99					
TOTAL TERMINATIONS	266			902								
Entering employm.	31	20	155%	37	14	264%	40					
Other Positive	202	224	90%	663	533	124%	1692					
Non-Positives	33	35	94%	202	233	87%	246					
SEGMENTS												
MINORITIES	62	32	194%	119	87	137%	1143	1180	97%			
Offender	31	15	207%	132	87	152%	152	200	76%			
Handicapped	24	15	160%	30	14	214%	56	54	104%			

Concurrent Enroll
Title I- 22
YETP 29
YCCIP 0

CASE STUDY

Implementation of Programs Under Subparts 2 and 3 of Title II of the Youth Employment and Demonstration Projects Act of 1977 by Five San Francisco Bay Area (California) Prime Sponsors

by

John Walsh

Report 3 -- November, 1978

Prepared under contract for the National Council
on Employment Policy, Washington, D.C.

FOREWORD

This is the third of four reports, to be submitted to the National Council on Employment Policy, on planning, implementation and operation of programs funded under Subparts 2 and 3 of Title II of the Youth Employment and Demonstration Projects Act of 1977 by the following five San Francisco Bay Area Prime Sponsors:

1. San Francisco Mayor's Office of Employment and Training
2. Oakland Department of Manpower Development
3. Santa Clara Valley Manpower Board
4. Marin County Office of Employment and Training
5. Comprehensive Employment and Training Services Department of Sonoma County

Reports Numbers 1 and 2 were concerned primarily with initial planning and implementation activities; this report contains a statistical analysis of prime sponsor performance, and a discussion of several issues which have arisen at the prime sponsor level regarding programs designed specifically to solve youth unemployment problems.

The material contained in the report is based on interviews with DOL regional staff, prime sponsor staff, LEA officials, program operators and enrollees. Prime sponsor documents were also examined, and the services being provided by some program operators were observed on-site.

The opinions expressed in the report are those of the author and do not necessarily reflect the opinions of the National Council on Employment Policy, the United States Department of Labor, or the five sample prime sponsors.

I. STATISTICAL ANALYSIS

Appendix Tables A, B, C and D show YETP and YCCIP enrollment by participant characteristics and program mix, and Appendix Tables E and F show expenditures by type of program. In this section, data are extracted from these tables to provide a statistical summary of the five programs. The section is divided into the following sub-sections:

1. Overview: A summary of YETP and YCCIP enrollment by participant characteristics, program mix, expenditures, planned versus actual performance, and program terminations
2. Interpretation: An interpretation of the statistics with regard to program differences, youth preferences, effect on FY 1979 planning, and the accuracy of prime sponsor data and the effectiveness of prime sponsor monitoring and evaluation

The overview consists primarily of a disaggregation of data contained in prime sponsor quarterly reports to the U.S. Department of Labor. It presents a statistical description of enrollment in both the combined YETP-YCCIP program and in each component separately. Although comments regarding the accuracy of prime sponsor data and the reasons for certain phenomenon are mentioned in the overview, the major discussion of these subjects is contained in the interpretive sub-section.

Overview

Prime sponsor data relating to enrollment by participant characteristics, program mix, expenditures and terminations are analyzed in this sub-section.

Participant Characteristics

Participant characteristics for the combined YETP-YCCIP program and each of the two components separately are broken out as follows: (1) Sex; (2) Race; (3) Youth Under 18 Years of Age; (4) Economically Disadvantaged; and (5) Significant Population Groups.

Enrollment by Sex

Table 1 shows that in the combined YETP-YCCIP program, female enrollment is slightly higher than male, but that in the smaller YCCIP program, men outnumber women by more than 3:1. Male enrollment in YCCIP is highest in Santa Clara (85.7 percent), Sonoma (84 percent), and San Francisco (77.9 percent). In Oakland, more than three out of ten YCCIP participants are women, and in Marin, women compose 61.5 percent of the YCCIP enrollment.

In every area except Marin, YCCIP programs are primarily in the building or related trades, which no doubt accounts for the predominance of men. On the other hand, the fact that 104 women (or 24 percent of the total) are enrolled in YCCIP programs implies that sex stereotyping is by no means rampant.

Table 1

Enrollment in YETP and YCCIP by Sex -- Five S.F. Bay Area Prime Sponsors

Category	Comb. YETP-YCCIP En.	Percent	YETP En.	Percent	YCCIP En.	Percent
Total Enrollment	4909	100.0	4468	100.0	441	100.0
Male	2433	49.6	2098	47.0	335	76.0
Female	2476	50.4	2370	53.0	106	24.0

Use enrollment numbers with % distributions in parentheses Prime Sponsor		CUM TOTAL FY 78 (as of 9/30/78	Male	Female	≤ 18	White	Nonwhite	Econ. Disad.	H.S. Dropouts	H.S. Graduate	H.S. Students	Unemployed	Underemp.	Other	Vet	AFDC/PA	Ex-Off.	Handicapped	Drug Off.	Other
SF	YCCIP	136	(77.9) 106	(22.1) 30	(18.4) 25	(15.4) 21	(84.6) 115	(84.6) 115	(69.9) 95	(30.1) 41	-- 0	(90.9) 123	(03.7) 05	(5.9) 08	-- 01	(36.2) 49	(24.3) 33	-- 0	-- NA	-- 01
S.F.	YETP	1686	(43.0) 725	(57.0) 961	(44.7) 130	(9.7) 163	(90.3) 1523	(81.8) 1379	(20.9) 353	(6.4) 108	(57.2) 972	(31.3) 527	(1.0) 09	(68.2) 1150	-- 04	(33.6) 567	(10.7) 180	(8.0) 135	NA NA	-- 04
Marin	YCCIP	39	(38.5) 15	(61.5) 24	(64.1) 25	(56.4) 22	(43.6) 17	(66.7) 26	(7.7) 3	(20.5) 8	(61.5) 24	(100.0) 39	-- 0	-- 0	-- 0	(17.9) 7	(17.9) 7	(7.7) 3	-- NA	-- 0
Marin	YETP	261	(41.4) 108	(58.6) 153	(49.8) 130	(60.9) 159	(39.1) 112	(79.7) 208	(11.9) 31	(28.7) 75	(47.9) 125	(42.5) 111	(2.7) 07	(54.8) 143	(1.0) 02	(19.2) 50	(8.0) 21	(5.7) 15	– NA	(1.9) 05
Oak.	YCCIP	83	(70) 58	(30) 25	(57) 47	(01) 01	(99) 82	(100) 83	(26.5) 22	(18.1) 15	(55.4) 46	(100) 83	- 00	- 00	(1.0) 01	(50.6) 42	(8.4) 07	(3.6) 03	NA	(1.0) 01
Oak	YETP	489	(55.4) 271	(44.6) 218	(26.6) 130	(23.5) 115	(76.5) 374	(100.) 489	(62.4) 305	(0) 0	(37.6) 184	(100) 489	– 0	– 0	(49.9) 241	(46.2) 226	(10.4) 51	(2.2) 11	— NA	— 00
Sonoma	YCCIP	50	(84.) 42	(16.) 8	(42.) 21	(36) 18	(64) 32	(96) 48	(20) 10	(40) 20	(40) 19	(86) 43	(10.0) 5	(4.0) 2	(0.) 0	(18.) 9	(8.0) 4	(0) 0	– NA	(6.0) 3
Sonoma	YETP	368	(51.1) 188	(48.9) 180	(71.5) 263	(60.1) 221	(49.9) 147	(93.2) 343	(4.9) 18	(8.2) 30	(78.5) 289	(92.9) 342	(4.1) 15	(3.0) 11	(0) 0	(23.1) 85	(8.7) 32	(5.7) 21	– NA	(1.6) 6
SC	YCCIP	133	(85.7) 114	(14.3) 19	(59.4) 79	(26.3) 35	(73.7) 98	(92.5) 123	(57.9) 77	(7.5) 10	(33.8) 45	(65.4) 87	(3.0) 4	(31.6) 42	– 1	(40.6) 54	(17.3) 23	(0) 0	– NA	(7.5) 10
SC	YETP	1664	(48.4) 806	(51.6) 858	(55.1) 917	(26.7) 445	(73.3) 1219	(79.2) 1318	(29.6) 493	(9.5) 158	(49.2) 819	(49.9) 830	(1.6) 27	(48.5) 807	– 6	(42.7) 710	(13.0) 216	(5.6) 94	– NA	(4.9) 82

California

Minority Enrollment

Minorities constitute over 75 percent of the enrollment in the five-area YETP-YCCIP program, ranging from a high of over 90 percent in San Francisco to a low of 39.1 percent in Marin. Minority enrollment is slightly higher in the YCCIP program (78 percent) than in the YETP program (75.5 percent). Oakland's "white" enrollment is not broken out by "Spanish American." If it were, minority enrollment in the five areas would be slightly higher.

Table 2

Minority Enrollment in YETP and YCCIP -- Five S.F. Bay Area Prime Sponsors

Category	Comb. YETP-YCCIP En.	Percent	YETP En.	Percent	YCCIP En.	Percent
Total	4909	100.0	4468	100.0	441	100.0
White	1200	24.4	1103	24.7	97	22.0
Non-White	2451	49.9	2249	50.3	202	45.8
Spanish American	1258	25.6	1116	25.0	142	32.2
Non-White-S.A.	3709	75.5	3365	75.3	344	78.0

Youth Under 18

Half of the enrollees in the five YETP and YCCIP programs are under 18 years of age, ranging from a high of 79 percent in the Santa Clara YCCIP program to a low of 21 percent in its Sonoma counterpart. A slightly higher percentage of the YCCIP participants are youth under 18 (51.4) than their counterparts in YETP (49.9).

Table 3

Enrollment of Youth Under 18 in YETP and YCCIP -- Five Bay Area Prime Sponsors

Program	Total	Percent	Under 18	Percent
YETP-YCCIP	4909	100.0	2457	50.1
YETP	4468	100.0	2230	49.9
YCCIP	441	100.0	227	51.4

Economically Disadvantaged

More than eight out of ten of the participants in the five YETP and YCCIP programs are economically disadvantaged, ranging from 100 percent in both Oakland programs to 66.7 percent in Marin's YCCIP program. YCCIP enrollees are more disadvantaged than their counterparts in YETP. Close to 90 percent of the YCCIP participants are economically disadvantaged as compared to 83.6 of the YETP participants.

Table 4

Enrollment of Economically Disadvantaged Youth in YETP and YCCIP -- Five Bay Area Prime Sponsors

Program	Total	Percent	Ec. DA	Percent
YETP-YCCIP	4909	100.0	4339	88.4
YETP	4468	100.0	3737	83.6
YCCIP	441	100.0	395	89.6

Educational Status

Close to seven out of ten YCCIP participants are either high school dropouts (46.9 percent) or unemployed high school graduates (21.3 percent); the corresponding figure for YETP is about four out of ten. Overall, half the participants in the five YETP and YCCIP programs are high school students -- 53.5 percent of the YETP participants and 30.4 of those in YCCIP.

Table 5

Educational Status of YETP and YCCIP Enrollees -- Five Bay Area Prime Sponsors

Category	Comb. YETP-YCCIP	Percent	YETP	Percent	YCCIP	Percent
Total	4909	100.0	4468	100.0	441	100.0
H.S. Students	2523	51.4	2389	53.5	134	30.4
Dropouts (HS)	1407	28.7	1200	26.9	207	46.9
Grads (HS)	545	11.1	451	10.1	94	21.3
Out-of-School	1952	39.8	1651	37.0	301	68.2

Labor Market Status

Over half the participants in the five YETP and YCCIP programs (54.5 percent) are listed as "unemployed;" 44 percent as "other" (mostly students). As might be expected, the incidence of unemployment is much higher for YCCIP enrollees (85 percent) than it is for YETP enrollees (51.5 percent). Slightly less than half the YETP enrollees are students as compared to only 11.8 percent for their counterparts in YCCIP.

Table 6

Enrollment by Employment Status in YETP and YCCIP -- Five Bay Area Prime Sponsors

Category	Comb. YETP-YCCIP	Percent	YETP	Percent	YCCIP	Percent
Total	4909	100.0	4468	100.0	441	100.0
Unemployed	2674	54.5	2299	51.5	375	85.0
Underemployed	72	01.5	58	01.3	14	03.2
Other	2111	44.1	2111	47.2	52	11.8

Significant Population Groups

Table 7 shows the percentages of enrollees in the five YETP and YCCIP programs who are: (1) veterans; (2) welfare recipients; (3) ex-offenders; (4) handicapped; and (5) "other" (mostly migratory farm workers). More than one out of three of the participants in both programs are welfare recipients, and the incidence is about the same in both programs. Ex-offenders constitute 11.7 percent of the total enrollment, but the incidence of ex-offenders is much higher in YCCIP (16.8 percent) than it is in YETP (11.2 percent). Handicapped participants are more likely to be enrolled in YETP (06.2 percent) than they are in YCCIP (01.3 percent).

Table 7

Percentages of YETP and YCCIP Enrollees who are Members of Special Population Groups -- Five Bay Area Prime Sponsors

Group	YETP-YCCIP	Percent	YETP	Percent	YCCIP	Percent
Veterans	39	--	36	0.1	3	0.1
Welfare	1799	36.6	1638	36.7	161	36.5
Ex-Offenders	574	11.7	500	11.2	74	16.8
Handicapped	282	05.7	276	06.2	6	01.3
Other	112	02.3	97	02.2	15	03.4

Summary

The above analysis reveals that both the YETP and YCCIP programs are serving primarily economically disadvantaged youth who are members of minority groups. Enrollment is split about equally between men and women and in-school and out-of-school youth; high school dropouts constitute approximately 29 percent of the total enrollment. More than one out of three of the participants in both programs are welfare recipients, and a healthy percentage of the enrollees are ex-offenders. Enrollment of veterans and handicapped youth is negligible in both programs.

The analysis also indicates that the YCCIP program is serving the most disadvantaged clientele. More YCCIP participants are apt to be economically disadvantaged, members of minority groups, high school dropouts, unemployed and ex-offenders than their counterparts in YETP.

Program Mix

Participants in the five YCCIP program are enrolled exclusively in work experience projects; thus, the so-called "mix" of YEDPA programs relates solely to YETP. Table 8 extracts percentages from Appendix Table C to show the overall mix in the five YETP programs.

Table 8

Enrollment in YETP by Type of Program (Percentages) -- Five Bay Area Prime Sponsors

Prime Sponsor	C. R. Training	OJT	Work Experience	Career Awareness	Trans. Services
All Five	26.0	02.2	11.6	44.2	16.0
S.F.	28.3	04.3	00.0	67.4	00.0
Marin	29.9	01.4	29.3	25.6	13.7
Oakland	38.0	05.3	19.0	29.4	08.2
Sonoma	18.5	01.4	02.4	56.6	22.2
S. Clara	21.8	00.0	18.3	28.9	31.0

The largest percentage of YETP participants are enrolled in "career awareness" programs, probably reflecting the impact of

CETA-LEA agreements to provide services for in-school students. However, virtually all career awareness programs contain work experience components; in fact, one of the problems involved in assessing prime sponsor performance in implementing YETP is determining the degree to which career awareness programs actually provide opportunities for participants to explore various career alternatives. The evidence seems to indicate that many such programs merely provide work experience in single occupational areas.

The second largest percentage of YETP participants are enrolled in classroom training (26 percent), followed by transition services (16 percent) and work experience (11 percent).

Expenditures

Although the largest percentage of YETP participants are enrolled in career awareness programs, classroom training accounts for the largest percentage of expenditures. The schools usually pick up the training costs involved in career awareness programs, whereas prime sponsors must pay both the training and stipend costs for classroom training. Table 9 extracts percentages from Appendix Table D to show the overall outlay of funds in the five YETP programs.

Table 9

YETP Expenditures by Type of Program (Percentages) -- Five Bay Area Prime Sponsors

Prime Sponsor	C. R. Training	OJT	Work Experience	Career Awareness	Trans. Services
All Five	39.4	05.8	13.8	32.2	05.2
S.F.	47.2	16.0	00.0	36.8	00.0
Marin	11.4	06.1	61.0	20.6	01.0
Oakland	30.7	03.6	21.4	15.0	11.2
Sonoma	42.3	00.0	01.0	48.9	07.6
S. Clara	39.1	00.0	20.0	34.1	06.0

Cost Per Slot

An analysis was made to determine the cost per slot of the various types of programs funded under YETP. Surprisingly, it turned out that OJT is by far the most expensive program. In MDTA days, OJT was a good deal less expensive than classroom training. YETP OJT, on the other hand, costs over $1000 a slot more than classroom training. Perhaps this is because there are so few enrolled in OJT, or that the programs are directed toward a severely disadvantaged clientele and, as a result, prime sponsors have built in supportive services that have increased the overall costs.

Table 10

Cost Per Slot by Type of Program -- Five Bay Area Prime Sponsors

Type of Program	Slots	Cost	Cost Per Slot
All Programs	5342	$5,771,746	$1,101
C.R. Training	1247	1,843,277	1,447
OJT	106	272,205	2,568
YETP Work Experience	568	647,470	1,140
Trans. Services	785	242,470	309
Career Awareness	2168	1,508,155	696
YCCIP Work Experience	441	1,090,488	2,473

As can be seen, YCCIP work experience is a good deal more expensive than that funded under YETP and is well over $1000 per slot more than the average cost-per-slot for both programs.

When YCCIP and YETP work experience are combined with career awareness training (which contains work experience components), the results show that well over half the enrollees in both programs (55.8 percent) are receiving some form of work experience, and that the funds expended for work experience equal 46 percent of all the funds allocated for the two programs. The cost per slot for the combined YETP-YCCIP work experience programs is $758.

Planned Vs. Actual

Prime sponsor performance in meeting planned enrollments and terminations is discussed under the following four topics: (1) Overall Enrollment; (2) Program Mix; (3) Target Groups; and (4) Terminations.

Overall Enrollment

Because of the late implementation of fiscal year 1978 activities, overall enrollments for all five prime sponsors lagged during the first two quarters of the year, but by the end of the fourth quarter, actual YETP enrollments were well above planned for two primes (Marin and Santa Clara), and just about even with planned for the remaining three primes. YCCIP enrollments were above planned for three primes (Oakland, Santa Clara and Sonoma) and about even for San Francisco and Marin.

There were no clear answers to the question: "How did you adjust to the delayed program implementation for FY 1978?," but it appeared that the major adjustment was to increase the class sizes of career awareness and classroom training projects. In San Francisco, surplus funds were used to maintain a school sponsored summer work experience program which, because of Proposition 13, would have been terminated had CETA not come to the rescue.

The Labor Department's September mandate to hold cumulative spending to 73 percent of FY 1978 allocations had little effect on the five prime sponsors. Most respondents could not even remember receiving the order -- "we get so many conflicting communications from the Feds" -- but said that it would have had little effect on their operations because their actual expenditures were well behind their planned expenditures at the time.

Program Mix

Generally speaking the five prime sponsors met their planned enrollments by type of program, but there were exceptions:

- Marin met only 42 percent of its planned enrollment in OJT, but went well over its planned enrollments in career awareness and classroom training.
- Oakland also fell behind in OJT, meeting only 68 percent of its planned enrollment, and also failed to meet its planned enrollments in YETP work experience (82 percent) and YCCIP (71 percent). Apparently the difference was made up in classroom training which exceeded planned enrollments by 32 percent.
- Santa Clara met only 82 percent of its planned YETP work experience enrollment, but went well over its planned enrollments in career awareness, classroom training and YCCIP.
- Sonoma met only 69 percent of its planned enrollment in YETP work experience, but exceeded its planned enrollment in YCCIP.

It appears, therefore that failure to realize planned enrollments occurred mainly in the OJT and work experience categories, and that the difference was made up by increasing enrollments in career awareness and classroom training projects. Prime sponsors blamed the short planning period and the difficulties involved in negotiating with OJT and work experience sub-contractors as the major reasons for their failure to meet planned OJT and work experience enrollments. In addition, it takes a good deal more time to start up OJT and work experience projects. Both require a period of job development, and work experience projects often require union approval and negotiations to assure high quality projects.

Target Groups

Targets for enrolling members of special population segments varied considerably from prime sponsor to prime sponsor, with "economically disadvantaged" the only category common to all with respect to YETP and all except Marin with respect to YCCIP. Marin's YETP reports included only actual enrollments of special target groups; planned enrollments and the degree to which plans were accomplished were not included.

Table 11 shows the extent to which the planned enrollment of selected population groups were reached by the five prime sponsors. It is interesting to note that three prime sponsors had no plans for the enrollment of the handicapped, and two had no plans with respect to welfare recipients. This does not mean that handicapped individuals and welfare recipients were not enrolled by these prime sponsors -- they were -- it merely means that specific numbers of enrollees in these categories were not included in prime sponsor plans.

Table 11

Percent of Planned YETP and YCCIP Enrollment by Special Population Groups -- Five Bay Area Prime Sponsors

Prime	Ec. DA		Welfare		Offenders		Handicapped	
Sponsor	YETP	YCCIP	YETP	YCCIP	YETP	YCCIP	YETP	YCCIP
Marin	NP	NP	NP	NP	INA	88	INA	33
S.F.	90	85	137	204	212	413	53	0
Oakland	212	116	NP	NP	75	69	NP	NP
S. Clara	108	137	NP	NP	NP	164	NP	NP
Sonoma	98	111	100	112	91	80	NP	NP

INA: Information not available
NP: No Plan

San Francisco failed to meet its planned enrollment of economically disadvantaged individuals in both YETP and YCCIP, and failed also to meet planned enrollments in several ethic categories The reason, according to prime sponsor staff, is that the Youth Service Office, a YETP intake program, did not become fully operational until after major recruitment for both YETP and YCCIP had been completed. However, San Francisco was the only one of the five prime sponsors that failed to meet planned YCCIP enrollment of economically disadvantaged individuals. This may have been because the highly structured and primarily union operated programs funded in San Francisco under YCCIP screened out severely disadvantaged individuals.

On the whole, however, the five prime sponsors succeeded in meeting or exceeding their planned enrollments with respect to most special population groups.

Terminations

Actual exceeded planned terminations to a considerable degree only in Marin; actual terminations for the remaining four prime sponsors were either close to or only slightly over those planned. Marin planned for 38 YETP terminations, but experienced 178; the corresponding figures for YCCIP were eight and 26 respectively. Most of Marin's YETP terminations were positive (as they were for the remaining four prime sponsors), but the majority of their YCCIP terminations were negative (as they were for two of the remaining prime sponsors) -- an indication that the YCCIP program experienced more difficulties than its YETP counterpart.

Marin staff blamed the high YCCIP dropout rate on two factors; (1) Failure to build into the program adequate supportive services; and (2) Refusal by YCCIP program operators to retain disadvantaged enrollees who failed to live up to performance standards. The high YETP termination rate (mostly positive) was also attributed to two factors: (1) Enrollees opting to leave the YETP program in order to obtain SPEDY summer employment jobs (where they could receive a full forty hours of work); and (2) Enrollees opting to return to school full-time.

The most important finding emerging from an analysis of program terminations is that the incidence of non-positive terminations was much higher in YCCIP than it was in YETP. Forty-two percent of all YCCIP terminations were non-positive, as compared to 15 percent for YETP. Non-positive YCCIP terminations accounted for 74 percent of the total in Marin, 68 percent in San Francisco, and 60 percent in Santa Clara. Only in Oakland and Sonoma were the majority of YCCIP terminations positive.

Interpretation

The above analysis assumes that data collected by prime sponsors from program operators are complete and accurate. But, are they? The truth is that no one knows for sure. Marin youth personnel claim that school officials are consistently late in filling out the required enrollment forms, thus causing an under-reporting of youth enrolled in the in-school program. Prime sponsor monitoring activities have uncovered sufficient record keeping and reporting deficiencies to call into question the overall accuracy of reports received from program operators. Regional Department of Labor officials are openly skeptical of the reports they receive from prime sponsors.

The problem is as old as employment and training programs: Program operators are under pressure from prime sponsors and the Department of Labor to meet pre-set program goals, and the proof of whether goals are being met generally consists of a series of numbers -- number of completers (but what is a completer?), number of placements, number of GED's acquired, etc. Although few program operators or prime sponsors deliberately falsify program records, they understandably compile data in a way that will make their programs look as good as possible. For example, in Santa Clara, a YETP contractor whose program was geared toward providing GEDS for severely disadvantaged individuals, reported a 100 percent completion rate. Prime sponsor staff listed the program's particpants as "positive terminations" in its quarterly report, and described the program as "exemplary" in a year-end report to the Department of Labor's Director of Youth Programs. Later, however, prime sponsor staff decided to take a closer look at the program, and found that contractor staff were setting their own criteria, rather than those generally recognized by the state, for the conference of a GED diploma. In other words, the "completers" were not receiving legitimate GEDs.

The problem is most serious with respect to outcomes data (enrollment data by participant characteristics and program mix is generally reliable), and is based primarily on a lack of specificity with regard to the objectives of certain programs, and lack of definition with regard to such terms as "completer," "placement," and "dropout," among others. For example, what are the goals of career exploration programs for in-school students and is it possible to measure the extent to which goals are obtained? What constitutes a "completer" of an in-school program? Perhaps because of the short planning period, prime sponsors did not give sufficient consideration to these questions. The result is that outcomes information concerning in-school programs and some work experience programs, including those funded under YCCIP, are at best ambiguous.

As will be discussed below, prime sponsors are giving more attention to these questions in planning their FY 1979 program. Their objective is to improve the quality of overall programs by means of improved monitoring and evaluation.

Target Groups

On the whole, the five prime sponsors realized their collective goal of enrolling economically disadvantaged youth in YETP and

YCCIP programs. Where prime sponsors fell short of specific goals, e.g., San Francisco, it was primarily because the prime sponsor's youth intake system had not been established at the time recruitment began. San Francisco staff expect no problems in meeting planned enrollments, by target group, in FY 1979.

Planned enrollment of special population groups varied from prime sponsor to prime sponsor, reflecting local conditions and Youth Advisory Council inputs. However, there was very little controversy regarding program priorities -- economically disadvantaged youth were given the priority by all five prime sponsors.

A problem did arise in Marin County where a "point system" is used for determining priorities for CETA enrollment. CETA applicants who are economically disadvantaged, members of minority groups, etc., receive higher point scores than those who are not economically disadvantaged and members of minority groups. Those with the highest point scores are given priority for CETA enrollment. DOL's Regional Representative wrote a letter to Marin's CETA Director in which he stated that in his opinion -- and in light of the Bakke decision -- Marin's point system was unconstitutional. The Director replied that the Department of Labor should make up its mind as to whether priority should be given to the economically disadvantaged or not. He said that he saw no difference between Marin's point system and, for example, Oakland's requirement that only economically diadvantaged individuals be enrolled in CETA programs. The Regional Office has taken the matter under advisement; in the meantime, Marin's point system is still in operation.

Program Differences

The major difference between YETP programs and Title I youth programs is YETP's mandated emphasis on in-school youth. Very few career exploration programs have been funded under Title I. By contrast, career exploration accounts for 44 percent of YETP enrollment. YETP out-of-school programs do not differ significantly from Title I out-of-school programs. For the most part, both the target groups enrolled, and the types of programs funded, are the same. There are, of course, significant exceptions, e.g., San Francisco's Painters' Apprenticeship Program, and programs funded in Santa Clara for youth with drug and alcohol problems.

The major objective of SPEDY programs is to provide summer employment for youth; there is not as much emphasis in SPEDY on "training," "supportive services," "GED preparation," etc. as there is in Title I, YETP and YCCIP. In-school YETP participants in Marin County and Sonoma transferred into SPEDY programs at the end of the school year. On the other hand, YETP and YCCIP programs were funded year-round in Santa Clara, and enrollees in these programs were prohibited from transferring into SPEDY.

There is not a significant differential in wages between the three programs, but since SPEDY provides full-time jobs for youth, SPEDY enrollees can earn more wages than YETP in-school enrollees, whose employment is only part-time. This resulted in a much higher than expected termination rate in Marin's in-school YETP program. YETP enrollees preferred full-time employment (and the increased wages they would earn) to the part-time employment and classroom training provided by YETP.

Theoretically, YETP and YCCIP work experience programs emphasize career preparation, training in specific skills, and other specialized services designed either to acquaint enrollees with the world of work and the options open to them, or to prepare them for immediate full-time employment. SPEDY, on the other hand, is primarily a summer job program. However, many SPEDY jobs in all five areas are high quality positions, with built-in training opportunities, and YCCIP programs in several areas have experienced serious difficulties. The difference is one of emphasis: SPEDY is primarily a summer employment program, whereas YETP and YCCIP are expected to provide more than just "jobs" to their enrollees. Thus, SPEDY jobs range from "high quality" to "make work" positions; YETP and YCCIP strive not only to provide enrollees with high quality jobs across-the-board, but with additional employment services as well. The fact that the latter have not been universally successful does not negate the intent.

YCCIP has presented prime sponsors with more difficulties than any of the other youth programs. Perhaps, this is because the entire concept of a "Youth Community Conservation Corps" is confusing. What is its purpose? To provide out of work youth with jobs? To improve community facilities throughout the country? To train youth for employment? To provide youth with a sense of pride or accomplishment through participation in community improvement projects. To merely test the effectiveness of the community conservation approach in improving the employability of youth? Or, is its purpose to accomplish all or any one of these objectives?

The program is extremely categorical in that the youth enrolled must be employed on conservation projects that have tangible outputs and are of benefit to the community. Perhaps because of the short planning period, prime sponsors have had serious problems in implementing YCCIP and in integrating it into their overall youth programs. YCCIP dropout rates are three times higher than those for YETP, and several prime sponsors have stated frankly that YCCIP programs have been the least successful of all their youth programs.

Yet, youth referred into the YCCIP program are far more disadvantaged than those enrolled in YETP. As was stated previously, more YCCIP than YETP participants are apt to be economically disadvantaged, members of minority groups, high school dropouts, ex-offenders, and unemployed at the time they enrolled in the program. It appears to be another case of the most disadvantaged individuals being referred into the least effective programs. But why are so many YCCIP programs ineffective? Some of the reasons are listed below:

- Prime sponsors were unable to gear YCCIP projects to the needs of specific youth. Conservation projects were designed and funded first; the search for youth to fill the resulting slots occurred second. The result was that the most disadvantaged and least motivated youth were enrolled in the program.
- YCCIP subcontractors were unwilling to retain youths whose performances on the job were sub-standard.
- Inadequate supportive services were built-in to the programs.
- Perhaps, most important, contracts were awarded to program operators who did not have the capabilities to deliver the required expertise and supervision.

Prime sponsors are very much aware of these deficiencies and, with respect to FY 1979 funding, are taking action to correct them (See Planning).

It should be emphasized that not all YCCIP projects were substandard. San Francisco's Y-Chance program, which involved local building trades unions, is a model of its kind, and several other projects in all five prime sponsor areas are above-average. It is interesting to note, however, that in areas where YCCIP programs are above average, e.g., San Francisco, less disadvantaged youth are enrolled. It appears, therefore, that enrollee screening becomes stricter as the quality of programs increase.

Youth Preferences

Youth interviewed at the work sites did not have strong preferences for one or more CETA youth programs over others; in fact, most knew nothing about CETA programs other than those in which they were enrolled. SPEDY is the best known youth program in all five areas, and in several areas (notably Marin), youth opted to drop out of YETP work experience programs in order to accept full-time SPEDY jobs. YCCIP drop out rates in Santa Clara, San Francisco and Marin appear to indicate that YCCIP is the least popular program; however, the high dropout rates may be due more to the characteristics of the participants enrolled in YCCIP (as a whole, YCCIP enrollees were more disadvantaged than their counterparts in YETP) than to "youth program preferences."

FY 1979 Planning

There are several indications that the "planning process" has improved a great deal between FY 1978 and FY 1979, and that prime sponsor youth staffs have achieved a much better understanding of the term "knowledge development." Three factors account for the improved planning:

1. Time: Prime sponsors have had more time to plan their FY 1979 programs. Planning in all five areas began in June, and as a result, everything did not have to be done on a crash basis.
2. Federal Instructions: The confusion concerning Federal instructions that existed in FY 1978 has been eliminated; thus, prime sponsor staff have a much better idea of what is expected of them.
3. Experience: CETA youth staffs, which were hastily assembled to paste together programs in FY 1978, have had one year's experience in operating programs, and the evidence indicates that they have learned a lot.

The third reason is at least as important as the first two. "Knowledge development" may not have the same meaning to CETA youth personnel as it does to Congress and the Department of Labor, but there can be no doubt that staff knowledge has increased over the year: CETA youth personnel now know what they don't know. This is most apparent in two areas: YCCIP and in-school programs which involve LEA agreements, both of which will be discussed below.

LEA Agreements

After one year of administering in-school YETP programs, CETA personnel have come to realize that the concept of "career exploration" is extremely vague, and that the outcomes of such programs are difficult to measure. The result is that prime sponsors are attempting to negotiate LEA agreements that are more specific regarding services for in-school enrollees. This has been no easy chore, since school personnel resent the attempt by "non-professionals" to specify the "educational" services that should be provided to "their" students, and also view CETA as a channel through which county and city governments can exert influence on "independent" school districts. Nevertheless, CETA staffs (especially those in Sonoma, Marin and Santa Clara) have pushed strongly for more specific LEA agreements, and, perhaps, because of Proposition 13, which has reduced school budgets throughout the state, their chances for success appear to be good. Sonoma's agreement, for example, provides for the following:

> ....subsidized employment opportunities for a minimum of 275 participants in a variety of career work experience programs. In addition to the skills training and supervision inherent in each job placement, certain ancillary services will be provided by qualified staff. These must include, but not be limited to, career counseling and guidance, local labor market counseling, involvement in a specific program promoting the education-to-work transition, literacy and bi-lingual training, attainment of high school equivalency certificates when more appropriate to that student's goals than a continued academic program, counseling regarding additional employment training opportunities, and the teaching of basic job seeking skills.

The agreement also calls for specific performance standards:

> ...completion rates of 85 percent or higher (or 234 or more participants).
>
> ...placement or transition to unsubsidized employment of 20 percent of graduating seniors.
>
> ...overall rate of positive terminations of 90 percent or higher (or 248 or more participants).

The agreement's administrative provisions call for the Sonoma County Office of Education to provide the following:

(a) A list of work sites used throughout the course of the program, the name of the supervisor, the youth (by name) placed at that site, and an approximate breakdown of the percentage of supervised vs. non-supervised time for the participant, and the approximate time spent in skills training vs. routine tasks.

(b) A brief record of each student's participation in each of the activities designed to provide the ancillary services, and a detailed account of how those services were provided...

(c) A form for each participant signed by a school-based counselor certifying that the placement for this student was relevant to his or her education and career goals.

(d) Documentation, as requested by the prime sponsor, to assure that this program is serving those most in need, and that technically eligible youth placed in this program will be those least capable of finding unsubsidized employment.

(e) Documentation that each participant in YWE and other YETP programs who are enrolled in a regular or continuation high school, is concurrently enrolled for 5 units of academic credit in Work Experience Education.

Not all prime sponsors may be as successful as Sonoma in executing as detailed an LEA agreement, but they are trying.

YCCIP

The whole concept of YCCIP is under scrutiny by most prime sponsor youth staffs. The purpose is to devise some role for YCCIP which relates to the needs of specific youth. In addition, prime sponsors are looking for YCCIP subcontractors that have the necessary resources to accomplish conservation projects, provide skills training to participants, and supervise enrollees on the job. In Santa Clara, for example, no longer will CBOs be given preference in the award of YCCIP contracts; rather the attempt is being made to go the San Francisco route, that is, to involve the building trades and other unions in YCCIP contracts. In Marin, a greater attempt will be made to match enrollee preference with YCCIP work experience slots, and increased counseling and other supportive services will be built into all contracts.

Summary

Planning for FY 1979 was a good deal more realistic in the five prime sponsor areas, and special attention has been given to the improvement of in-school and YCCIP programs. Of course, prime sponsors are still dependent on the performance of subcontractors, and very often, political rather than programatic considerations, dictate which subcontractors will be awarded YETP and YCCIP contracts. Another factor which vitiates sound planning is staff turnover (which will be discussed in more detail in Section II). Sonoma has lost three key youth staff members (including its Youth Director), and Oakland (a severely troubled CETA) has lost its Youth Director.

The participation of youth on Youth Advisory Councils is improving, but the overall impact of youth participation is still negligible.

II. ISSUES

The issues discussed below do not pertain to program planning, implementation or evaluation, but the degree to which they are resolved could have a significant effect on overall program performance, as well as on whether Federal objectives are realized. The first deals with the political vulnerability of CETA prime sponsors, and their propensity to undergo periodic radical changes in personnel, and the second deals with "the Federal presence," or the extent to which Federal administrators can influence local political entities in order to make certain that the intent of Congress is at least given adequate consideration at the local level. Although these issues go beyond the administration of YEDPA, they are nevertheless pertinent to the FY 1978 administration of YEDPA programs.

Musical Chairs

Since the commencement of this case study nine months ago, three of the five Bay Area CETA Directors whose operations have been under review have been either fired or left their jobs for other reasons. One of the best known and respected of CETA Directors, Oakland's Juan Lopez, was dismissed, allegedly for paying unauthorized overtime to CETA employees, and is now under investigation for embezzlement of funds. Santa Clara's Director, Juan Pinon, became caught in the middle of a "growth-non-growth" factional battle in San Jose and was fired by the city's Board of Supervisors. Sonoma's Gary Wilkenson resigned to accept employment elsewhere. In San Francisco, the city's CETA Director, Eunice Elton, has thus far survived a power struggle between the Mayor and the Board of Supervisors which focused on administration of the CETA program.

Of even more importance to the implementation of YEDPA, two Youth Directors have left their jobs. Peg Rogers, Oakland's competent and experienced Youth Director has resigned, and Sonoma's Robert Gomez has been fired, allegedly for showing favoritism (in hiring CETA employees) to members of his religious sect. Other key youth staff have also left the Sonoma program, including the two staff members in charge of school-CETA relations and knowledge development.

The Lopez, Pinon and Gomez incidents made headlines in Bay Area newspapers, and Ms. Elton's problems also received a good deal of press coverage. The Oakland situation was aggravated by a "seminar" conducted by the National Urban Coalition and the New Oakland Committee, which resulted in the following front page, three-column headline in the Oakland Tribune: "Youths Call CETA Jobs 'Dead Ends'." It's difficult to identify any benefit that emerges from these so called "open seminars," other than to provide reporters with fodder for sensational newspaper stories (after all, the allegations made by the disenchanted recipients of government largesse were not investigated). It's a good deal easier, however, to identify the adverse effects the seminars have on the morale of CETA employees, and on the public image of employment and training programs.

When viewed in this light, the nationally established goals for CETA programs seem (to local officials) almost pristine in their innocense and only marginally related to the daily pressures faced by CETA Directors and their staffs at the local level. This, coupled with the frequent turnover of key personnel, makes comprehensive planning and the sustained implementation of plans very difficult indeed. The replacements for Oakland's Peg Rogers and Sonoma's Robert Gomez are no doubt competent individuals, but they are new at their jobs, have ideas of their own, and are bound to make changes before the results of the original plans are even analyzed.

The foregoing introduces elements into an on-going assessment that can't be ignored. These elements which are primarily of a political nature, but which also involve the vulnerability of key staff, raise a very basic question: Are national goals realistic in the light of local political pressures? Certainly CETA performance cannot be assessed in a vacuum. The effects of local political maneuvering and staff vulnerability must be taken into consideration. The answer to the question regarding the realization of national goals may very well depend on the effectiveness of federal efforts to influence local political entities, which brings us to the second issue -- The Federal Presence.

The Federal Presence

The personification of the funding agency, the U.S. Department of Labor, is the prime sponsor's Regional Office Representative. The extent to which Federal guidelines are followed and Federal objectives achieved pretty much depends on the effectiveness of "Fed Reps" and their regional office supervisors. The effectiveness of Fed Reps, in turn, depends on their "clout," or ability to influence the operations of local prime sponsors. At first glance, Regional Office clout would seem to be a given, but it must be remembered that CETA, along with other revenue sharing legislation, constituted a transfer of authority from the Federal to the local level. CETAs are extensions of local governments, and CETA directors are responsible to Mayors and County Boards of Supervisors -- not to the Department of Labor. They are, therefore, extremely sensitive to anything that resembles excess "Federal interference."

Regional personnel know only to well that local government officials, including CETA Directors, have a direct line to Washington, either through their Congressmen, or by calling National office personnel, over the heads of their regional counterparts. Furthermore, CETA Directors usually report directly to Mayors or Boards of Supervisors, whereas their Regional Representatives are at one of the lowest levels of the Labor Department's management hierarchy. All of this makes Regional Office administration of CETA programs exceedingly difficult, but effective Regional administration would not be impossible if the role of the Regional Office was well defined, field representatives had more expertise in all types of CETA programs, and if decisions made at the regional level were supported at the National level.

The fact is that the role of the Regional Office has never been well defined, and that since the advent of CETA, Regional Office "clout" has declined considerably. One of the major reasons for this is that regional personnel have been divorced from "programming;" the line of communications from the National to the Regional Office is purely "administrative." Guidelines, regulations and other communications reach the Regional Office from the Director of Field Operations -- not, say, the Director of

Youth Programs. Regional officials are expected to transmit National Office "instructions" to prime sponsors and check to see whether the instructions are followed. The role is purely administrative -- a "paper exchange."

In preparation for writing this report, a meeting was held at the regional office with five Regional Representatives and one Supervisor. When asked to describe the problems involved in monitoring CETA operations, one Federal Representative put it this way:

> "There used to be a Federal presence, but that was when the Federal Government had more authority over program contractors. If some agency in Chicago was having trouble, we went in there and helped them -- sometimes we spent weeks working with the agency on-site. Now, we're just high paid messanger boys."

With respect to YEDPA, Regional Office personnel received the guidelines for YETP and YCCIP at the same time as the prime sponsors. Questions from prime sponsors arrived while regional personnel were acquainting themselves with the documents. In most cases, the questions had to be referred to Washington, thus buttressing the image of the Regional Office as nothing more than a conduit for communication with the National Office. When regional officials went out on the limb and made decisions on their own, they were often reversed by the National Office (See Report Number 1).

Other factors cited by regional staff which inhibit strong Regional Office leadership are:

- Fed Reps must deal with CETA Directors, e.g., Eunice Elton and Juan Lopez, who are often called to Washington to advise National Office personnel. "It's difficult for the lowly Rep," one staffer said, "to influence such prestigeous and knowlegeable people."

- In pre-CETA days, the Regional Office emphasis was on providing technical assistance to program operators in specific program areas. Since the emphasis has switched to administration, the expertise to provide such technical assistance no longer exists in the Regional Office, or if it does exist, it is dormant. The result is that regional personnel have nothing of value to offer prime sponsors.

- Regional monitoring of CETA programming consists primarily of reviewing prime sponsor reports. Few Fed Reps have observed a YETP or YCCIP program on-site. "We have no time," one staffer said. "Most of our time is spent with CETAs who are experiencing serious problems."

All of this leads to the unhappy conclusion that The Federal Presence, as it is represented by the Regional Office, is at best weak, and at worst non-existent. This is true despite the fact that the quality of regional personnel is high, and that staff would prefer a more active and substantive role.

The situation could be improved if National Office personnel insisted that all queries from prime sponsors be directed to the Regional Office, and if Regional Representatives were given crash courses in all types of CETA programming. In addition, Regional personnel should receive communications from the National office far in advance of CETA prime sponsors, and be thoroughly briefed on their contents. Finally, the decisions made by regional personnel should be supported by the National Office.

APPENDIX

Table A

YETP Enrollee Characteristics -- Five Bay Area Prime Sponsors

	1,686		261		489		368		1,664		4,468	
Characteristics	San Francisco		Marin		Oakland		Sonoma		Santa Clara		Total	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Male	725	43.0	108	41.4	271	55.4	188	51.8	806	48.4	2,098	47.0
Female	961	57.0	153	58.6	218	44.6	180	48.2	858	51.6	2,370	53.0
White	163	09.7	159	60.9	115	23.5	221	60.0	445	26.7	1,103	24.7
Non-White	1,325	78.6	80	30.7	374	76.5	61	16.6	409	24.6	2,249	50.3
Spanish American	198	11.7	22	08.4	0	----	86	23.4	810	48.7	1,116	25.0
Under 18	753	44.7	130	49.8	167	34.2	263	71.5	917	55.1	2,230	49.9
Economically D.A.	1,379	81.8	208	79.7	489	100.0	343	93.2	1,318	79.2	3,737	83.6
High School Dropout	353	20.9	31	11.9	305	62.4	18	04.9	493	29.6	1,200	26.9
High School Grad.	188	11.2	75	28.7	0	----	30	08.2	158	09.5	451	10.1
High School Stud.	972	57.7	125	47.9	184	37.6	289	78.5	819	49.2	2,389	53.5
Unemployed	527	31.3	111	42.5	489	100.0	342	92.9	830	49.9	2,299	51.5
Under Employed	9	01.0	07	02.7	0	----	15	04.1	27	01.6	58	01.3
Other	1,150	68.2	143	54.8	0	----	11	03.0	807	48.5	2,111	47.2
Veteran	4	----	2	01.0	24	04.9	0	----	6	----	36	01.0
AFDC/PA	567	33.6	50	19.2	226	46.2	85	23.1	710	42.7	1,638	36.7
Offender	180	10.7	21	08.0	51	10.4	32	08.7	216	13.0	500	11.2
Handicapped	135	08.0	15	05.7	11	02.2	21	05.7	94	05.6	276	06.2
Drug Offender	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Other	4	----	5	01.9	0	----	6	01.6	82	04.9	97	02.2

Table B

YCCIP Enrollee Characteristics -- Five Bay Area Prime Sponsors

Characteristics	San Francisco 136		Marin 39		Oakland 89		Sonoma 50		Santa Clara 133		Total 441	
	No.	Per-cent	No.	Per-cent	No.	Per-cent	No.	Per-cent	No	Per-cent	No.	Per-cent
Male	106	77.9	15	38.5	58	69.9	42	84.0	114	85.7	335	76.0
Female	30	22.1	24	61.5	25	31.1	8	16.0	19	14.3	106	24.0
White	21	15.4	22	56.4	1	01.2	18	36.0	35	26.3	97	22.0
Non-White	84	61.8	13	33.3	76	91.6	11	22.0	18	13.5	202	45.8
Spanish American	31	22.8	4	10.3	6	07.2	21	42.0	80	60.2	142	32.2
Under 18	55	40.4	25	64.1	47	56.2	21	42.0	79	59.4	227	51.4
Economically D.A.	115	84.6	26	66.7	83	100.0	48	96.0	123	92.5	395	89.6
High School Dropout	95	69.9	3	07.7	22	26.5	10	20.0	77	57.9	207	46.9
High School Grad.	41	30.1	8	20.5	15	18.1	20	40.0	10	07.5	94	21.3
High School Stud.	0	----	24	61.5	46	55.4	19	38.0	45	33.8	134	30.4
Unemployed	123	90.4	39	100.0	83	100.0	43	86.0	87	65.4	375	85.0
Under Employed	5	03.7	0	-----	0	-----	5	10.0	4	03.0	14	03.2
Other	8	05.9	0	-----	0	-----	2	04.0	42	31.6	52	11.8
Veteran	1	----	0	-----	1	01.2	0	----	1	----	3	01.1
AFDC/PA	49	36.0	7	17.9	42	50.6	9	18.0	54	40.6	161	36.5
Offender	33	24.3	7	17.9	7	08.4	4	08.0	23	17.3	74	16.8
Handicapped	0	----	3	07.7	3	03.6	0	----	0	----	6	01.3
Drug Offender	NA	----	NA	-----	NA	-----	NA	----	NA	----	NA	----
Other	1	----	0	-----	1	01.2	3	06.0	10	30.3	15	03.4

Table C

Enrollment by Type of Program (YETP)
Five Bay Area Prime Sponsors

Prime Sponsor	Total Enrollment	C.R. Training		OJT		Work Experience		Career Awareness		Trans. Services		Other	
		No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	cent
San Francisco	1,704	482	28.3	74	04.3	0	00.0	1148	67.4	0	00.0	0	0
Marin	351	105	29.9	5	01.4	103	29.3	90	25.6	48	13.7	0	0
Oakland	489	186	38.0	26	05.3	93	19.0	144	29.4	40	08.2	0	0
Sonoma	378	70	18.5	01	01.4	09	02.4	214	56.6	84	22.2	0	0
Santa Clara	1,979	431	21.8	00	00.0	363	18.3	572	28.9	613	31.0	0	0
TOTALS	4,901	1274	26.0	106	02.2	568	11.6	2128	44.2	785	16.0	0	0

Table D

Expenditures by Type of Program (YETP)
Five Bay Area Prime Sponsors

Prime Sponsor	Total Expenditures	C. R. Training		OJT		Work Experience		Career Awareness		Trans. Services	
		No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
San Francisco	1,416,807	669,245	47.2	226,494	16.0	0	-	521,068	36.8	0	-
Marin	197,721	22,577	11.4	12,062	06.1	120,543	61.0	40,068	20.6	1,877	01.0
Oakland*	927,682	284,768	30.7	33,100	03.6	198,778	21.4	139,161	15.0	104,204	11.2
Sonoma	526,097	222,562	42.3	549	00.0	5,946	01.1	257,278	48.9	39,762	07.6
Santa Clara	1,612,951	644,125	39.1	0	----	322,203	20.0	549,996	34.1	96,627	06.0
TOTAL	4,681,258	1,843,277	39.4	272,205	05.8	647,470	13.8	1,508,155	32.2	242,470	05.2

*Oakland spent $167,646 for "enrollee services," about 04 percent of total.

Table E

Enrollment by Type of Program (YCCIP) -- Five Bay Area Prime Sponsors

Prime Sponsor	Total Enrollment	Work Experience	Percent
San Francisco	136	136	100
Marin	39	39	100
Oakland	83	83	100
Sonoma	50	50	100
Santa Clara	133	133	100
TOTAL	441	441	100

Table F

Expenditures by Type of Program (YCCIP) Five Bay Area Prime Sponsors

Prime Sponsors	Total Expenditures	Work Experience	Percent	Other	Percent
San Francisco	$ 317,885	$317,885	100	0	--
Marin	64,188	61,971	96.5	2,217	03.5
Oakland	247,113	247,113	100	0	--
Sonoma	93,642	93,642	100	0	--
Santa Clara	367,660	367,660	100	0	--
TOTAL	$1,090,488	1,088,271	99.8	2,217	01.2

Expenditure levels with % distributions in parentheses Prime Sponsor		Classroom Training	OJT	Work Experience	Vocational Explor.(Pvt.Sec)	Career Awareness	Other uses of occupat. info.	Other.	Enrollmt	Classroom Training	OJT	Work Experience	Vocational Explor.(PvtSec)	Career Awareness	Other uses of occup. info.	Other	Expenditures
S.F	YCCIP	0	0	136	0	0	0	0	136	0	0	(100)	0	0	0	0	317,885
S.F	YETP	482	74	0	0	1148	0	0	1704	(47.2) 669,205	(16.0) 226,499	(0) 0	(0) 0	(36.8) 521,068	(0) 0	(0) 0	1,416,807
Marim	YCCIP	0	0	39	0	0	0	0	39	(0) 0	(0) 0	(100) 64,188	(0) 0	(0) 0	(0) 0	(0) 0	64,188
Marim	YETP	105	5	103	0	90	48	0	351	(11.4) 22,597	(6.1) 12,062	(51.0) [illegible]	0	(20.5) [illegible]	(1.0) 1,887	0	197,721
oak	YCCIP	0	0	83	0	0	0	0	83	0	0	(100) 247,113	0	0	0	0	247,113
Oak	YETP	186	26	93	0	144	40	0	489	(30.7) 284,768	(3.6) 33,400	(21.4) 198,778		(15.0) 139,161	(11.2) 104,304	(18.1) 167,646	927,682
Somoma	YCCIP	0	0	50	0	0	0	0	50	0	0	(100) 93,642	0	0	0	0	93,642
Somoma	YETP	70	1	9	0	214	84	0	378	(42.3) 224,552	— 549	(1.1) 5,846	(0) 0	(48.9) 257,378	(7.6) 39,762	(0) 0	526,097
S.C	YCCIP	0	0	133	0	0	0	0	133	0	0	(100) 367,660	0	0	0	0	367,660
S.C.	YETP	431	0	363	0	572	613	0	1979	(37.7) [illegible]		(22.0) [illegible]		(34.1) [illegible]	(6.0) 96,627	(0) 0	1,612,951

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